Public Service Commission of Canada | Commission de la fonction publique du Canada

PUBLIC SERVICE COMMISSION

2013-2014

ANNUAL REPORT

Canada

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ANNUAL REPORT
2013-2014

Minister of Canadian Heritage and Official Languages
House of Commons
Ottawa, Ontario K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the Report of the Public Service Commission of Canada for the 2013-2014 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss.12 and 13).

Yours sincerely,

A. Robinson
Anne-Marie Robinson,
President

Susan M. W. Cartwright,
Commissioner

D. G. J. Tucker,
Commissioner

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A MESSAGE FROM THE COMMISSIONERS

For more than one hundred years, the Public Service Commission (PSC) has served to promote and safeguard merit-based hiring, the foundation for a professional and non-partisan public service.

The Commission is pleased to present to Parliament its 2013-2014 Annual Report, which covers the results of activities and observations for the 2013-2014 fiscal year. We would like to highlight a few of them.

Based on our oversight and feedback mechanisms, we have concluded that, overall, staffing management continued to improve for the organizations that come under the *Public Service Employment Act* (PSEA). The staffing system is maturing, and the PSC continues to adapt its approach to better meet the needs of organizations that operate in an ever-changing environment.

The public service population is also changing. In 2013-2014, the PSEA population decreased by 2.6%; following three consecutive years of decline, this population in March 2014 was 10% lower than in March 2011. While student hiring increased by 8.6%, it represented a smaller proportion of new hires as compared to the previous year. Moreover, employees under the age of 35 represented 17% of the permanent population in 2013-2014, down from 18.4% the year before. This proportion has declined for the fourth consecutive year; in 2011, this age group accounted for 21.2% of permanent employees. The Commission is preoccupied by these trends, which have implications for the renewal and future composition of the public service.

The PSC continues to innovate by adapting its policies, processes and services in close collaboration with departments and agencies. In a maturing staffing system, the PSC is placing more emphasis on prevention to complement its robust approach to oversight. Outreach is critical to provide pertinent information and lessons learned and to share best practices in order to create a staffing system that is more responsive to the evolving needs of organizations. With that goal in mind, we are currently looking for ways to leverage our experience to better integrate our policy and oversight functions and to ensure that these are well aligned and mutually supportive.

Non-partisanship is a key pillar of the PSEA and its importance was reinforced in *Destination 2020* which reaffirmed "professional, non-partisan and works in the public interest" among the fundamental attributes of the public service. In addition to ensuring that staffing is free from political influence, the PSC is responsible for administering the provisions of the PSEA related to political activities of public service employees. In 2013-2014, we saw increased awareness among employees of their legal rights and responsibilities with respect to political activities. Seventy-five percent of respondents to the annual staffing survey indicated moderate or higher levels of awareness, up from 69% in 2011 and 73% in 2012. We will continue to communicate with employees and collaborate with deputy heads and senior managers to help sustain this momentum.

The PSC has a keen interest in Private Member's Bill C-520, *An Act supporting non-partisan agents of Parliament*, which was introduced in the House of Commons on June 3, 2013. To contribute constructively to Parliament's study of Bill C-520, the PSC submitted a statement outlining its concerns to the Standing Committee on Access to Information, Privacy and Ethics studying the Bill, a copy of which was posted on the PSC's Web site.

At the time of publishing this report, the PSC remains concerned about the possible effect on the merit-based appointment system of the Bill's requirement for every applicant for a position in the office of an agent of Parliament to, as soon as possible in the selection process, provide a written declaration stating whether or not, at any time in the 10 years before applying for the position, they occupied a politically partisan position. The fact that the PSC does not ask for information on political affiliation as part of the appointment process is, the Commission believes, essential in ensuring confidence, on the part of the public and applicants, in the impartiality and fairness of the merit-based appointment system. As a resource for both Parliament and the Government of Canada on matters related to safeguarding the merit principle and the non-partisan nature of the public service, the PSC will continue to engage as the proposed legislation proceeds through the parliamentary process.

We recognize that our responsibilities form but one of the many elements of the overall framework for people management in the public service. In order that the whole remains modern, effective and responsive, we continue to explore ways we can better perform our roles with respect to merit and non-partisanship, and we look forward to working with departments and agencies in the coming year to promote innovation and improvement. We will also continue to foster strong and collaborative relationships with Parliamentarians, bargaining agents and other stakeholders so that Canadians will continue to benefit from a professional and non-partisan public service.

EXECUTIVE SUMMARY

The mandate of the Public Service Commission (PSC) is to promote and safeguard merit-based appointments and, in collaboration with other stakeholders, to protect the non-partisan nature of the public service. The PSC reports on its mandate to Parliament.

Under the delegated staffing system set out in the *Public Service Employment Act* (PSEA), the PSC fulfills its mandate by providing policy guidance and expertise, as well as by conducting effective oversight. In addition, the PSC delivers innovative staffing and assessment services.

On behalf of the Commission, the President has had the opportunity to meet with Parliamentary committees to discuss the PSC's work in areas such as its main estimates, overall trends in staffing, oversight, renewal, non-partisanship, employment equity, workforce adjustment and priority administration. The Commission looks forward to continuing to engage Parliamentarians in a productive dialogue.

Health of the staffing system

The PSC is accountable to Parliament for the overall integrity of the staffing system in the federal public service for organizations under the PSEA and it holds deputy heads accountable for how delegated authorities are exercised in their organizations. The PSC assures itself of the integrity of the staffing system through its oversight framework (comprised of monitoring, audits and investigations), as well as its regulatory authority and policy-setting function. The PSC also validates these findings and the trends it observes through ongoing dialogue with departments and agencies, as well as the studies and research it undertakes on key issues related to staffing and non-partisanship.

From this suite of oversight mechanisms, the PSC has concluded that most key elements of the staffing framework are in place. Organizational performance in staffing management continued to improve in 2013-2014, and most departments and agencies succeeded in demonstrating an acceptable level of performance in all six key areas that were assessed this year. Further information on performance is available in Chapter 4.

In areas requiring further improvements such as the effectiveness of controls within the sub-delegation process and the consistent consideration of persons with a priority entitlement for vacant positions, the PSC will assist departments and agencies through targeted support.

The PSC draws on the findings and lessons learned from its oversight mechanisms (monitoring, audits, investigations) and other sources of information, such as its studies and decisions by the Public Service Staffing Tribunal, to improve the staffing policy framework, clarify expectations and contribute to a modern and effective staffing system. Engagement with departments and agencies allows the PSC to enable hiring managers to staff efficiently while meeting the expectations set out in the PSEA.

Ensuring a non-partisan public service and safeguarding political impartiality

Non-partisanship is essential to a professional public service, a pillar of the Westminster model of government, as well as integral to the PSEA. Under the Act, the PSC has several specific responsibilities. First, the PSC is responsible for ensuring that staffing decisions under the PSEA are free from political influence.[1] The PSC has the exclusive authority to investigate allegations of political influence in staffing. Information on PSC investigations in any given year may be found in Chapter 4 of this report.

The PSC also administers the provisions of the PSEA related to political activities of public service employees. However, the broad responsibility for safeguarding non-partisanship rests with all public servants, including deputy heads and senior managers. The PSEA recognizes the right of an employee to engage in any political activity, so long as it does not impair, or is not perceived as impairing, their ability to perform their duties in a politically impartial manner.

[1] This excludes Governor in Council appointments, which are made by the Governor General on the advice of the Queen's Privy Council for Canada (i.e. the Cabinet), as well as appointments in the six organizations whose enabling legislation stipulates that only the political activities provisions of the *Public Service Employment Act* apply to their employees.

To support its mandate related to political activities by public servants, the PSC plays three roles. First, the PSC provides guidance to federal public servants regarding their legal rights and responsibilities related to political activities. Second, it renders decisions regarding permission and leave of absence without pay, if applicable, for candidacy of public servants in federal, provincial, territorial and municipal elections. Third, the PSC may investigate any allegations of improper political activity by a public servant. If the investigation establishes that there was improper political activity, the Commission may take any corrective action that it considers appropriate.[2]

In 2013-2014, the PSC found that employees' awareness of their legal rights and responsibilities with respect to political activities continued to increase: 75% of the 2013 Survey of Staffing respondents were aware of their legal rights and responsibilities to a moderate or great extent, up from 69% in 2011 and 73% in 2012. In order to sustain this momentum, in 2014-2015, the PSC will continue to build on tools and outreach with departments and agencies to ensure employees are aware of their legal rights and responsibilities.

Because of its responsibilities related to non-partisanship, the PSC has a keen interest in Private Member's Bill C-520, *An Act supporting non-partisan agents of Parliament*, which was introduced in the House of Commons on June 3, 2013.

At the time of publishing this report, the PSC remains concerned about the possible effect on the merit-based appointment system of the Bill's requirement for every applicant for a position in the office of an agent of Parliament to, as soon as possible in the selection process, provide a written declaration stating whether or not, at any time in the 10 years before applying for the position, they occupied a politically partisan position. The fact that the PSC does not ask for information on political affiliation as part of the appointment process is, the Commission believes, essential in ensuring confidence, on the part of the public and applicants, in the impartiality and fairness of the merit-based appointment system. As a resource for both Parliament and the Government of Canada on matters related to safeguarding the merit principle and the non-partisan nature of the public service, the PSC will continue to engage as the proposed legislation proceeds through the parliamentary process.

Hiring and staffing in the public service

The PSEA population[3] decreased by 2.6%, from 200 250 in March 2013 to 195 081 in March 2014. Following three consecutive years of decline, the PSEA population in March 2014 was 10% lower than in March 2011.

Notwithstanding this decrease overall, hiring to and staffing activities within the public service increased in 2013-2014, in contrast to the reductions that characterized the previous four fiscal years. Despite this increase, hiring and staffing activities in 2013-2014 remained below levels observed in 2011-2012, prior to the implementation of Spending Review 2012.

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[2] If an allegation of improper political activity against a deputy head is substantiated, the Commission shall report its conclusion to the Governor in Council, who may dismiss the deputy head. This does not apply to deputy heads whose removal from office is expressly provided for by an Act of Parliament.

[3] The *Public Service Employment Act* population includes active employees in departments and agencies under the exclusive appointment authority of the PSC (i.e employees of departments and agencies named in Schedule I, most of Schedule IV and some agencies in Schedule V to the *Financial Administration Act*). This does not include separate agencies such as the Canada Revenue Agency, the Canadian Food Inspection Agency and Parks Canada.

Compared to 2012-2013, overall hiring to the public service increased by 16.2% in 2013-2014. The number of hires to the public service increased across all tenures:

- Indeterminate hiring increased by 31.1% compared to a decrease of 63.0% in 2012-2013;
- Specified term hiring increased by 20.8% compared to a decrease of 40.8% in 2012-2013;
- Casual hiring increased by 17.7% compared to a decrease of 11.8% in 2012-2013; and
- Student hiring increased by 8.6% compared to a decrease of 27.0% in 2012-2013.

In 2013-2014, hiring increased across the country and 76.5% of these new hires were casuals or students. Hiring in the National Capital Region increased by 29.0%, following a decline of 38.0% in 2012-2013. Hiring in the other regions increased by 7.9%, following an average decline of 20.3% in 2012-2013.

In 2013-2014, 10 386 student hires took place. This number remains below the 13 099 student hires from 2011-2012, prior to Spending Review 2012. Further, the number of employees under the age of 35 declined for a fourth consecutive year. Employees in this age group accounted for 17.0% of all indeterminate employees in March 2014, compared to 18.4% in March 2013 and 21.4% in March 2010, when the proportion reached a peak. The Commission is preoccupied by these trends, which will have an impact on the future composition of the public service.

According to the latest Survey of Staffing, in 2013 nearly three-quarters (72%) of candidates indicated that the advertised or non-advertised staffing process in which they participated was fair, an increase from 64% in 2012 and 70% in 2011. Further, this latest data show that 70% of employees agree that staffing processes within their own work unit were carried out in a transparent way, a proportion that has remained stable from year to year (71% in 2012 and 69% in 2011).

The Public Service Commission and workforce adjustment

The PSC is responsible for administering and overseeing the provisions of the PSEA and the *Public Service Employment Regulations* regarding priority entitlements. Persons with a priority entitlement must be considered ahead of all other persons by hiring managers for positions that are being staffed and for which they may be qualified. In 2013-2014, the PSC played a key role in ensuring that persons with a priority entitlement were redeployed to vacant positions. Through the PSC's Priority Administration Program, 1 235 persons with a priority entitlement were redeployed to new positions, a 29.2% increase from 2012-2013. In this way, the Priority Administration Program helped retain skilled and competent people who have been trained and developed by the Government of Canada.

The increase in the number of surplus priorities has had an impact on the number of placements of Canadian Armed Forces (CAF) and Royal Canadian Mounted Police (RCMP) medically-released members. There were 43 priority appointments of CAF and RCMP members in 2013-2014 and 31 in 2012-2013. This appointment rate differs from the four previous fiscal years in which CAF and RCMP members had the highest success in appointment rate of all priority groups, ranging from 150 to just over 200 appointments annually.

The Minister of Veterans Affairs has brought Bill C-27, *An Act to amend the* Public Service Employment Act *(enhancing hiring opportunities for certain serving and former members of the Canadian Forces)*, before Parliament to address this situation. At the time of publishing this report, the Bill is in the legislative process. Should this Bill receive Royal Assent, qualified veterans who are medically released due to a service-related injury or illness would become the top statutory priority with an entitlement period of five years. The regulatory entitlement for medically released former members of the CAF whose release is not attributable to service would also be extended from two years to five years.

The Bill also contains two other mechanisms to support the hiring of veterans and current members of the CAF with at least three years of military service: a "veterans preference" provision that would facilitate the appointment of qualified veterans to jobs that are open to the Canadian public and an eligibility provision allowing veterans and current CAF members to participate in all advertised internal hiring processes of the Government of Canada.

Should Bill C-27 receive Royal Assent, the PSC would work closely with National Defence and Veterans Affairs to ensure that all those affected by these changes are aware of the new entitlements and increased access to opportunities in the public service.

Innovation

As a leader in the development and provision of innovative staffing and assessment services, the PSC continued to enhance and modernize its services to departments and agencies. In 2013-2014, the PSC continued to build on its use of technology to offer departments and agencies efficient and cost-effective methods of assessing candidates, including e-testing and computer-generated testing.

E-testing refers to on-line assessments, administered under supervised conditions at computer facilities in the PSC or other departments and agencies. In 2013-2014, the PSC continued to expand its e-testing capacity, with over 492 facilities now available (a 23% increase from 2012-2013) and 1 972 certified public service employees qualified to administer e-tests (a 31% increase from 2012-2013). As of 2013-2014, e-testing currently represents 54% of all the tests administered by the PSC. The PSC implemented mandatory e-testing for second language evaluations and completed the implementation of computer-generated testing, which uses a large bank of established questions to create unique tests automatically and increases test security.

In 2013-2014, the PSC launched the final component of its Public Service Entrance Exam, a multi-dimensional suite of unsupervised internet tests. The exam is used by the Post-Secondary Recruitment Program and is now available to hiring managers throughout the federal public service. This type of testing allows job applicants to take the test at a location of their choosing, thus reducing the need for travel and supporting the use of National Area of Selection. In addition, it helps managers identify strong candidates early in a process and reduces the time required to staff positions.

Outreach

In 2013-2014, the PSC increased its outreach to provide policy guidance and share key trends, lessons learned and best practices to support departments and agencies in managing their own staffing delegation effectively. Although the PSC regularly conducts outreach to departments and agencies in each region, in 2013-2014, it developed new information sessions on specific subjects. For example, in order to share information and gain insight into the issues facing students with disabilities in the employment process, the PSC partnered with Treasury Board Secretariat, Employment and Social Development Canada, and Shared Services Canada's Accessibility, Accommodation and Adaptive Computer Technology Program to conduct a pilot outreach event in March 2014 in partnership with the Paul Menton Centre for Students with Disabilities at Carleton University. The PSC is planning to expand the initiative to include other universities and community colleges in the fall of 2014.

Conclusion

In 2013-2014, the PSC continued to deliver on its fundamental responsibilities of providing independent oversight and assurance to Parliament on the health of the staffing system and the non-partisan nature of the public service.

The PSC redesigned its delegation instrument with the goal of improving the communication and understanding of the terms and conditions of the delegation. Further, it implemented a new Staffing Management Accountability Framework with the intention of making it a more useful management tool for deputy heads and reducing the reporting requirements of departments and agencies.

Building on this work, in 2013-2014, the PSC initiated a review of its policy and oversight functions to ensure they are well integrated and serve to improve staffing across government. In 2014-2015, the PSC will consult with key stakeholders, including departments and agencies, central agencies and bargaining agents, to establish a more streamlined policy framework and oversight model, one which is supported by clear and accessible guidance and advice.

In June 2013, the Clerk of the Privy Council launched Blueprint 2020, which sets out the vision for a high-performing public service that embraces innovation, transformation and continuous renewal, as well as an engagement process for determining how to realize this vision. In May 2014, the Clerk released Destination 2020, which focuses on the action plan and implementation phase to modernize the public service. The PSC contributes to achieving the Blueprint 2020 vision by fostering innovation and ensuring that the staffing framework supports departments and agencies in managing their staffing risks against business deliverables. Destination 2020 also reinforced that there are certain fundamental attributes of the public service that must remain unchanged, one being that "the public service is professional, non-partisan and works in the public interest." The Commission encourages public servants to continue this important dialogue on how to best maintain the non-partisan nature of the public service.

CHAPTER 1

Staffing activity under the *Public Service Employment Act*

Highlights

- The population under the *Public Service Employment Act* decreased by 2.6% in 2013-2014, the third consecutive year of decline. The size of the population was reduced by 10% from March 2011 to March 2014.
- Hiring and staffing activities increased by 11.7% in 2013-2014, ending four consecutive years of decline. Nonetheless, activities this year remained below levels observed prior to the implementation of Spending Review 2012.
- The number of hires to the public service increased across all tenures compared to 2012-2013, but remained below 2011-2012 levels:
  - Indeterminate hiring increased by 31.1% compared to a decrease of 63.0% in 2012-2013;
  - Specified term hiring increased by 20.8% compared to a decrease of 40.8% in 2012-2013;
  - Casual hiring increased by 17.7% compared to a decrease of 11.8% in 2012-2013; and
  - Student hiring increased by 8.6% compared to a decrease of 27.0% in 2012-2013.
- In 2013-2014, there were 10 386 student hires, 8.6% more than in the previous year. However, this number remains below the 13 099 student hires from 2011-2012, prior to Spending Review 2012.
- The number and proportion of employees under the age of 35 continued to decline in 2013-2014, despite the increase in appointments of new indeterminate employees from this age group. Employees under the age of 35 accounted for 17.0% of all indeterminate employees in March 2014, compared to 18.4% in March 2013 and 21.4% in March 2010, when the proportion reached a peak.
- The mobility of indeterminate employees increased in 2013-2014, but remained at a level lower than that observed in recent years.
- In 2013-2014, hiring increased across the country and 76.5% of these new hires were casuals or students. Hiring in the National Capital Region increased by 29.0%, following a decline of 38.0% in 2012-2013. Hiring in the other regions increased by 7.9%, following an average decline of 20.3% in 2012-2013.
- In 2013, nearly three-quarters (72%) of candidates indicated in the Survey of Staffing that the advertised or non-advertised staffing process in which they participated was fair, an increase from 64% in 2012 and 70% in 2011.

1.1 This chapter provides an overview of hiring and staffing activities[4] in departments and agencies under the *Public Service Employment Act* (PSEA) during fiscal year 2013-2014. The review of overall hiring to the public service[5] is followed by a more focused review of the staffing of indeterminate positions, length of time positions are advertised, data related to National Area of Selection, previous public service work experience, use of non-advertised appointments, official languages and employment equity (EE). Completed and ongoing studies are also discussed.

Overall public service hiring and staffing activities

1.2 The overall PSEA population[6] decreased by 2.6% in March 2014 compared to March 2013, the third consecutive year of decline. The size of the population was reduced by 10% from March 2011 to March 2014.

1.3 While the PSEA population declined, hiring to, and staffing activities within the public service increased in 2013-2014. This was in contrast to the reductions that characterized the previous four fiscal years. Hiring and staffing activities in 2013-2014 remained below levels observed in 2011-2012, prior to the implementation of Spending Review 2012.

1.4 Total hiring and staffing activities increased by 11.7% to 72 527 in 2013-2014, compared to 64 925 in 2012-2013 and 92 852 in 2011-2012. The rate of mobility of indeterminate employees to and within the public service increased to 20.6% in 2013-2014, up from 18.1% in 2012-2013, but below the 2011-2012 level of 27.1%.

1.5 There was an increase in external advertisements for public service jobs in 2013-2014 compared to 2012-2013. In 2013-2014, the Public Service Commission (PSC) handled 407 035 employment applications, 30.6% more than in 2012-2013, in response to 1 899 external advertisements, up 61.6%. The number of applicants also increased by 27.5%, from 179 118 in 2012-2013 to 228 417 in 2013-2014.

1.6 The latest data from the Survey of Staffing show that 19% of public service employees were involved in advertised or non-advertised staffing processes for term or indeterminate appointments in 2013. This proportion increased from 15% in 2012 and is below the proportion of 25% in 2011.

1.7 Figure 1 shows that all types of hiring increased in 2013-2014. Overall, there were 35 677 hires into the public service in 2013-2014, some 16.2% more than in 2012-2013 (30 703), but remaining below the level observed in 2011-2012 (42 828), prior to Spending Review 2012. Indeterminate hiring increased proportionally more than hiring of specified terms, casuals or students. There were 2 594 indeterminate hires in 2013-2014, 31.1% more than in 2012-2013 (1 979) but 51.5% less than

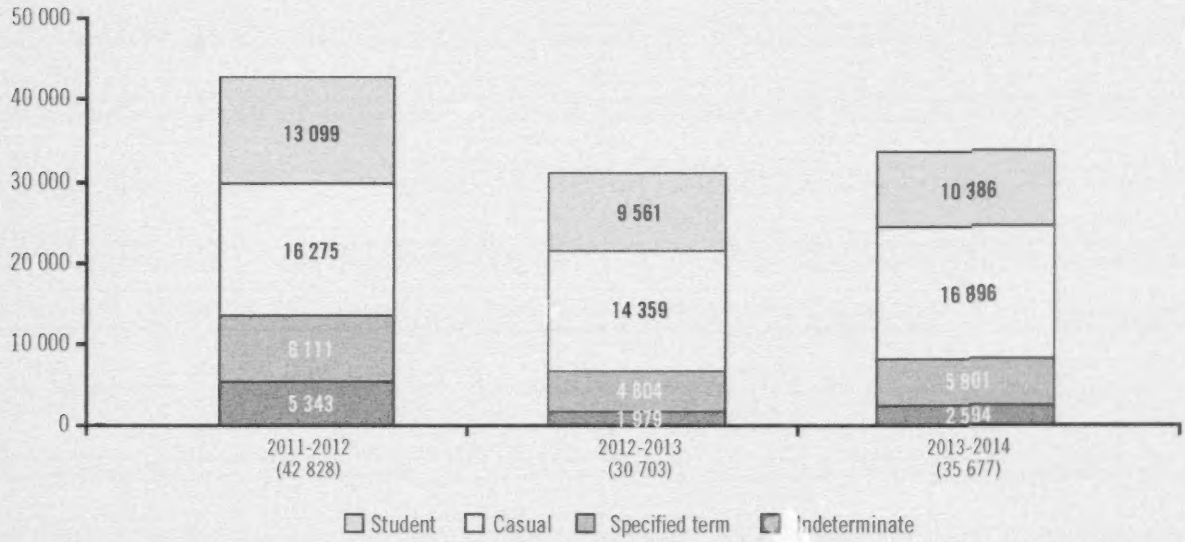
[4] To foster greater consistency in the interpretation of terms used by human resources advisors and managers, the PSC created an on-line glossary in 2010-2011, which can be found on the PSC Web site.

[5] This includes indeterminate, specified term, casual and student hiring.

[6] The PSEA population includes active employees in departments and agencies under the exclusive appointment authority of the PSC (employees of departments and agencies named in Schedule I, most of Schedule IV and some agencies in Schedule V to the *Financial Administration Act*). This does not include separate agencies such as the Canada Revenue Agency, the Canadian Food Inspection Agency and Parks Canada.

in 2011-2012 (5 343). Indeterminate hiring accounted for 7.3% of all hires in 2013-2014, compared to 6.4% in 2012-2013 and 12.5% in 2011-2012. Specified term hiring increased by 20.8%, from 4 804 in 2012-2013 to 5 801 in 2013-2014, its lowest level in 20 years.

Figure 1: Hiring activities under the *Public Service Employment Act*, by tenure and fiscal year



Source: Public Service Commission hiring and staffing activities files

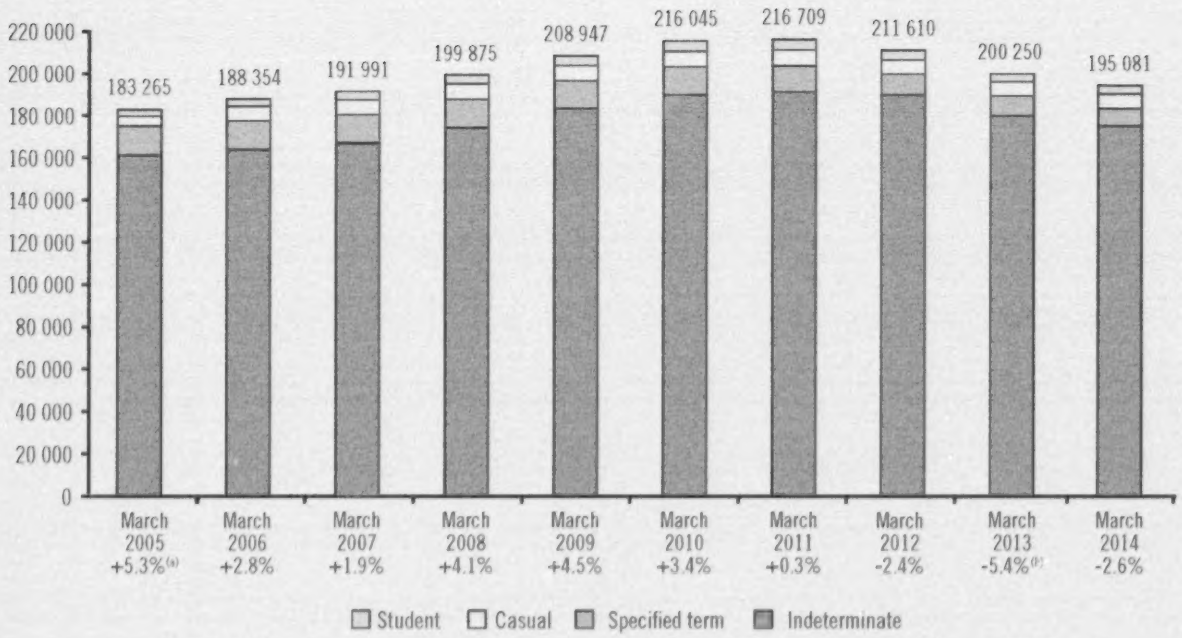
1.8 Indeterminate employment is defined as employment of no fixed duration, whether part-time, full-time or seasonal. Specified term employment is defined as employment of a fixed duration, whether part-time or full-time. Casual employment is a short-term employment option, normally for no more than 90 days in a calendar year, and which is excluded from certain provisions of the PSEA. Students are persons appointed under the *Student Employment Programs Participants Exclusion Approval Order* and the *Student Employment Programs Participants Regulations* in a program designated by Treasury Board as a student employment program.

1.9 Student hiring accounted for a relatively stable proportion (29.1%) of all hiring to the public service in 2013-2014, compared to 31.1% in 2012-2013. Student hiring increased by 8.6%, to 10 386 in 2013-2014, compared to 9 561 in 2012-2013.

1.10 Casual hiring increased by 17.7%, from 14 359 in 2012-2013 to 16 896 in 2013-2014. Casual hiring represented 47.4% of all hiring in 2013-2014, compared to 46.8% in 2012-2013 and less than 40% in previous years.

1.11 As more employees left the public service in 2013-2014 than joined it, the PSEA population decreased by 2.6%, from 200 250 in March 2013 to 195 081 in March 2014. As illustrated in Figure 2, following three consecutive years of decline, the PSEA population in March 2014 was 10% lower than in March 2011.

Figure 2: *Public Service Employment Act* population, by year, tenure and year-over-year change (%)



Source: Public Service Commission hiring and staffing activities files

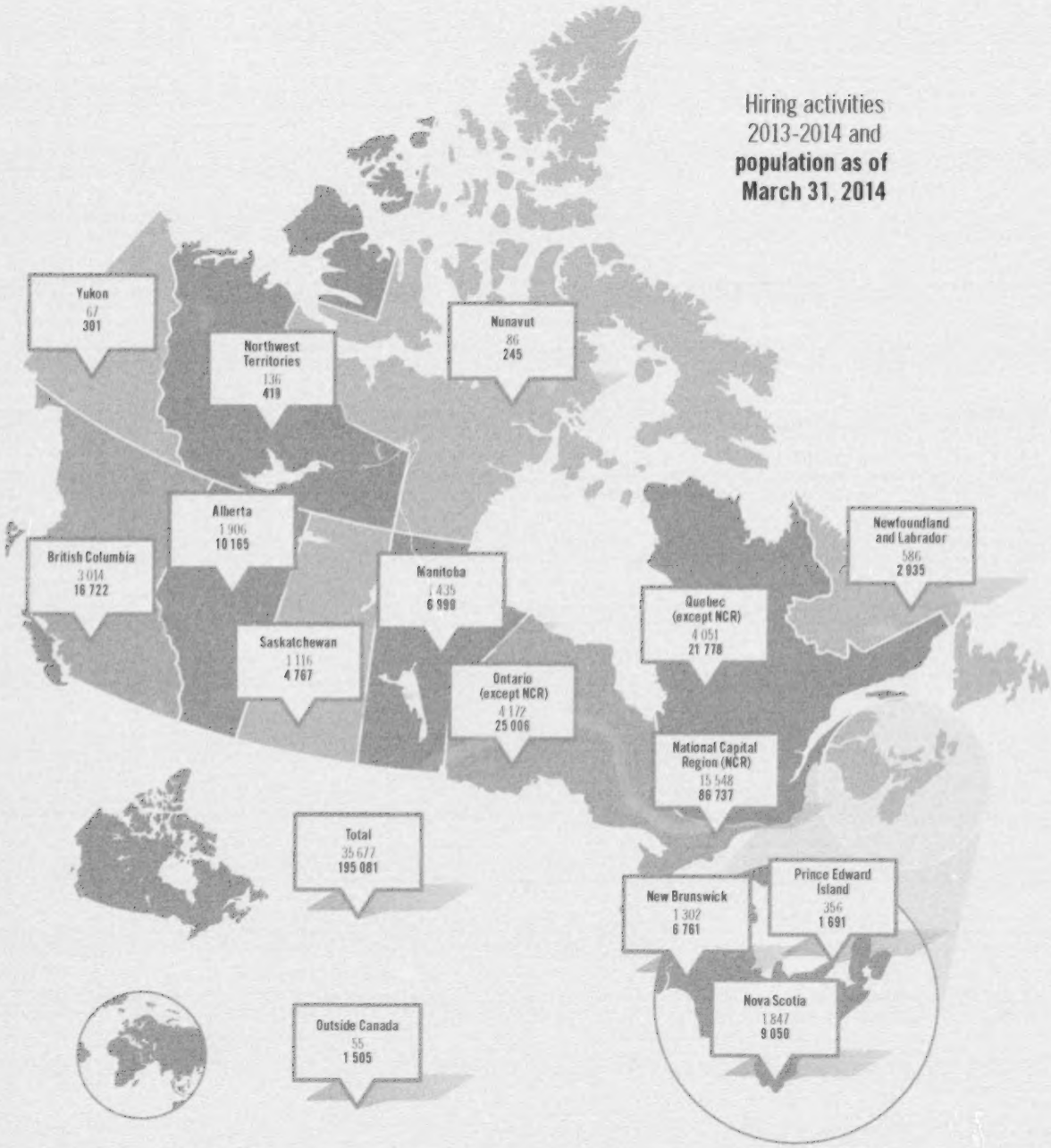
[a] The growth in 2005 includes the transfer of 9 507 employees from the Canada Revenue Agency to the Canada Border Services Agency. The number of employees in other organizations under the *Public Service Employment Act* (PSEA) decreased by 0.2% from March 2004 to March 2005.

[b] The decrease in 2013 was partly offset by the transfer to Shared Services Canada of approximately 850 employees previously employed in non-PSEA organizations. Had it not been for this transfer, the PSEA population would have declined by 5.8% that year.

1.12 Hiring increased across the country in 2013-2014 and 76.5% of these new hires were casuals or students. Hiring in the National Capital Region (NCR) increased by 29.0%, following a decline of 38.0% in 2012-2013. Hiring in the other regions increased by 7.9%, following an average decline of 20.3% in 2012-2013. Hiring in the NCR accounted for 43.6% of all hiring in 2013-2014, up from 39.3% in 2012-2013, which is consistent with the average proportion observed from 2007-2008 to 2011-2012 (43.8%). Figure 3 presents hiring and population figures at provincial and territorial levels in 2013-2014.

1.13 Similar to 2012-2013, five occupational groups accounted for 44.7% of all hiring in 2013-2014: Clerical and Regulatory (CR), Administrative Services (AS), Program Administration (PM), General Labour and Trades (GL) and Engineering and Scientific Support (EG). The proportion represented by these groups was relatively stable over the last five years.

Figure 3: Hiring activities and population under the *Public Service Employment Act*, by geographic area



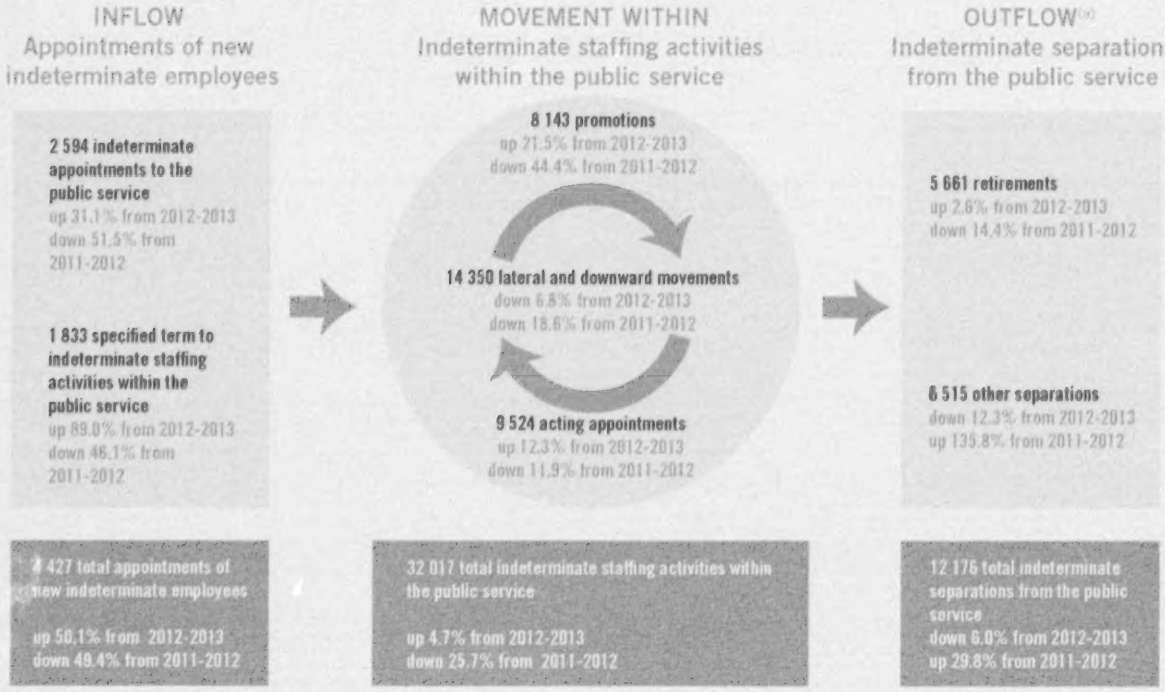
Source: Public Service Commission hiring and staffing activities files and population files

Note: Totals for hiring activities to the public service and population include indeterminate and specified term employees, as well as casual workers and students.

Movement of indeterminate employees

1.14 Figure 4 shows an increase of movement of indeterminate employees to and within the public service in 2013-2014, and shows a decrease in the number of separations of indeterminate employees. As there were more departures than hires, the indeterminate population decreased by 7 295 (4.0%), from 180 378 in March 2013 to 173 083 in March 2014.

Figure 4: Indeterminate staffing activities to and within the public service and indeterminate separations under the *Public Service Employment Act*, contributing to movement of indeterminate employees for fiscal year 2013-2014


INFLOW
Appointments of new indeterminate employees
MOVEMENT WITHIN
Indeterminate staffing activities within the public service
OUTFLOW[a]
Indeterminate separations from the public service
2 594 indeterminate appointments to the public service
up 31.1% from 2012-2013
down 51.5% from 2011-2012
1 833 specified term to indeterminate staffing activities within the public service
up 89.0% from 2012-2013
down 46.1% from 2011-2012
8 143 promotions
up 21.5% from 2012-2013
down 44.4% from 2011-2012
14 350 lateral and downward movements
down 6.8% from 2012-2013
down 18.6% from 2011-2012
9 524 acting appointments
up 12.3% from 2012-2013
down 11.9% from 2011-2012
5 661 retirements
up 2.6% from 2012-2013
down 14.4% from 2011-2012
6 515 other separations
down 12.3% from 2012-2013
up 135.8% from 2011-2012
4 427 total appointments of new indeterminate employees
up 50.1% from 2012-2013
down 49.4% from 2011-2012
32 017 total indeterminate staffing activities within the public service
up 4.7% from 2012-2013
down 25.7% from 2011-2012
12 176 total indeterminate separations from the public service
down 6.0% from 2012-2013
up 29.8% from 2011-2012

Source: Public Service Commission hiring and staffing activities, and separations files

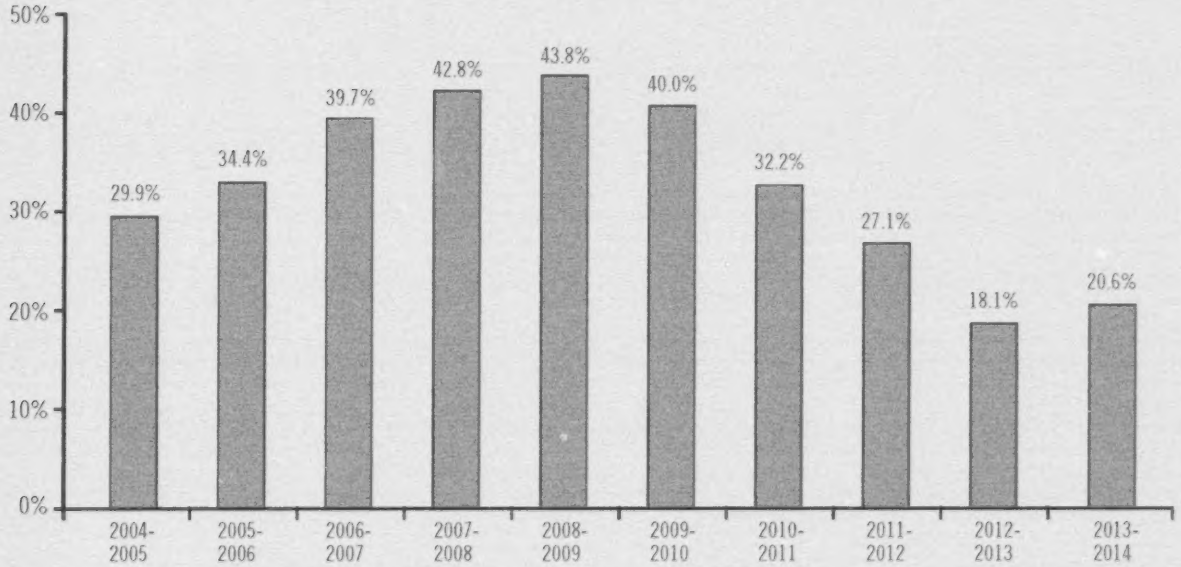
[a] Individuals who left the public service as part of Spending Review 2012 are reported under other separations.

Note: Promotions and lateral and downward movements within the public service include appointments of persons with a priority entitlement to indeterminate positions. Lateral and downward movements include deployments and appointments of persons with a reinstatement priority entitlement that does not end the priority entitlement. Acting appointments of less than four months are excluded.

Inflow includes movements from non-*Public Service Employment Act* (PSEA) organizations such as the Canada Revenue Agency. Outflow does not include interorganizational movements within the PSEA, but does include movements to organizations outside the PSEA universe.

1.15 The mobility of indeterminate employees increased in 2013-2014 but remained at a level lower than that observed in recent years. Mobility rates are measured by relating the volume of indeterminate staffing activities to the size of the indeterminate public service population. Figure 5 shows the indeterminate mobility rate increasing to 20.6% in 2013-2014, compared to 18.1% in 2012-2013, ending four consecutive years of decline. The rate peaked at 43.8% in 2008-2009. See Appendix 3, Figure 12 for more information.

Figure 5: Rate of movement for indeterminate appointments to, and staffing activities within, the public service, by fiscal year[a]



Source: Public Service Commission (PSC) hiring and staffing activities file

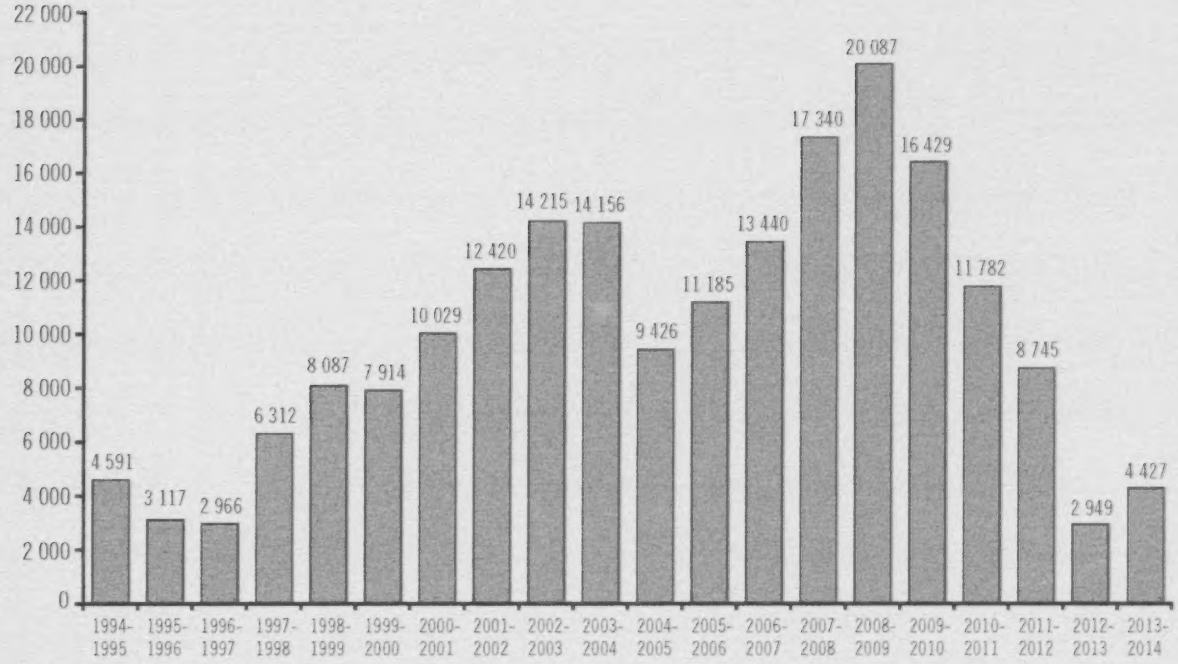
[a] The mobility rate is the ratio of the total number of appointments to the public service, promotions, acting appointments and lateral and downward appointments of indeterminate employees during the fiscal year to the average of the active population at the start and end of the same fiscal year.

Note: The figures published in the original Study on Mobility of Public Servants were revised to include several new organizations, including Canada Border Services Agency, that became subject to the PSEA in 2005. This revision contributed to the increase in the mobility rate from 2004-2005 to 2005-2006.

Appointments of new indeterminate employees

1.16 Figure 6 shows appointments of new indeterminate employees increasing for the first time in five years. A total of 4 427 new indeterminate employees were appointed in 2013-2014, either via external hiring (2 594) or via appointment of former specified term employees (1 833). Even though this was 50.1% more than in 2012-2013 (2 949), appointments of new indeterminate employees in 2013-2014 remained below the level observed in 2011-2012 (8 745), prior to Spending Review 2012.

Figure 6: Appointments under the *Public Service Employment Act* of new indeterminate employees, by fiscal year

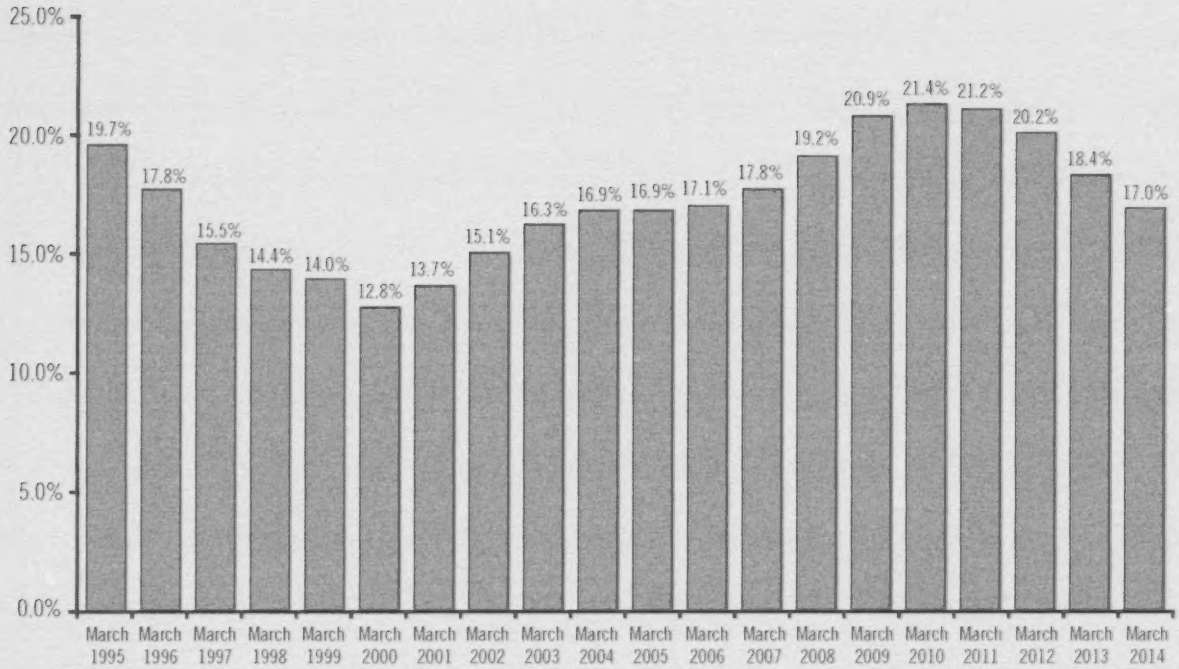


Source: Public Service Commission hiring and staffing activities file

1.17 From 2012-2013 to 2013-2014, the number of appointments of new indeterminate employees grew as a result of increases in both indeterminate appointments via external hiring (up 31.1%) and appointments of specified term employees to indeterminate positions within the public service (up 89.0%). As seen in previous years, a majority of new indeterminate employees (58.6%) were appointed via external hiring in 2013-2014.

1.18 Although more new indeterminate employees under the age of 35 were hired in 2013-2014 (2 286) than in 2012-2013 (1 558), the number of public service employees of this age group declined for a fourth consecutive year, from 33 221 in March 2013 to 29 402 in March 2014. As illustrated in Figure 7, employees under the age of 35 accounted for 17.0% of all indeterminate employees in March 2014, compared to 18.4% in March 2013 and 21.4% in March 2010, when the proportion reached a peak.

Figure 7: Proportion of indeterminate employees aged less than 35 to indeterminate population under the *Public Service Employment Act*, by year



Source: Public Service Commission population files

1.19 Unlike 2012-2013, when appointments of new indeterminate employees decreased more in the NCR than in other regions, the increase in the number of new indeterminate employees in 2013-2014 was larger in the NCR (66.4%) than in other regions (42.5%). This was chiefly due to a larger increase of indeterminate external hiring in the NCR (57.3%) relative to other regions (19.7%). Appointments of new indeterminate employees under the age of 35 also increased proportionally more in the NCR than in other regions in 2013-2014.

1.20 Occupational composition of appointments of new indeterminate employees varies from year to year. In 2013-2014, the Clerical and Regulatory (CR), Administrative Services (AS), and Program Administration (PM) groups accounted for 36.6% of appointments of new indeterminate employees in 2013-2014, compared to 33.5% in 2012-2013.

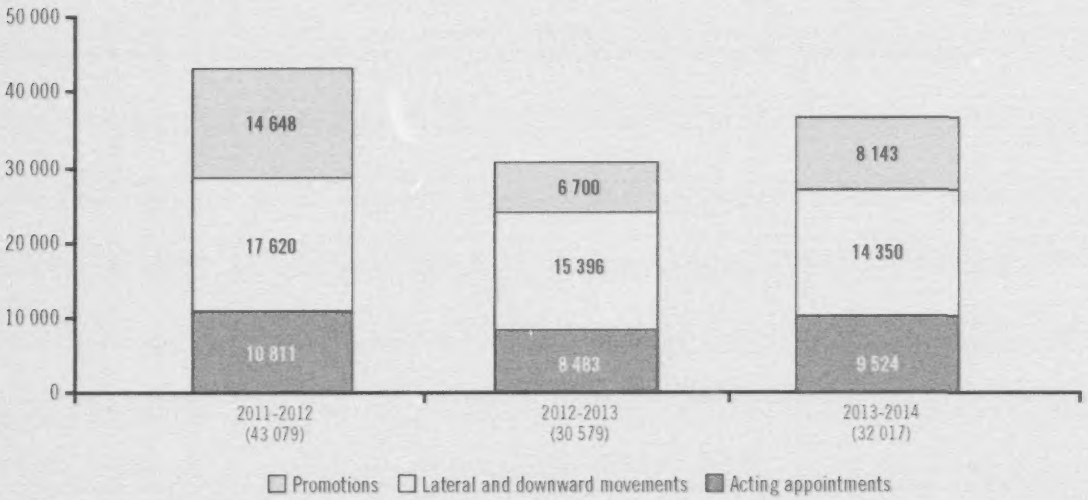
Indeterminate staffing activities within the public service

1.21 After four consecutive years of decline, indeterminate staffing activities within the public service[7] increased in 2013-2014 while remaining below the level observed prior to Spending Review 2012.

[7] Indeterminate staffing activities within the public service include promotions, lateral and downward movements, acting appointments of at least four months, and deployments of indeterminate employees to indeterminate positions, within and across PSEA departments and agencies. Promotions and lateral and downward movements include appointments of persons with a priority entitlement to indeterminate positions. Lateral and downward movements also include appointments of persons with a reinstatement priority entitlement that does not end the priority entitlement.

A total of 32 017 indeterminate staffing activities occurred within and across PSEA departments and agencies in 2013-2014, 4.7% more than in 2012-2013 (30 579) and 25.7% (43 079) less than in 2011-2012. As indicated in Figure 8, promotions and acting appointments increased by 21.5% and 12.3% respectively, but lateral and downward movements decreased by 6.8%, declining for a fourth consecutive year.

Figure 8: Internal staffing activities of indeterminate employees under the *Public Service Employment Act*, by type and fiscal year



Source: Public Service Commission hiring and staffing activities files

Note: Totals include staffing activities to indeterminate positions of employees who were already indeterminate. Lateral and downward movements include deployments. Acting appointments of less than four months are excluded. Figures also include appointments of persons with a priority entitlement.

1.22 In 2013-2014, internal staffing activities for indeterminate employees increased more in the NCR (7.2%) than in other regions (2.1%). This is in contrast to 2012-2013, when activities declined more in the NCR than in the other regions.

1.23 In 2013-2014, only 12.2% of internal staffing activities involved a change of department or agency, up from 11.0% in 2012-2013. This proportion peaked at 14.4% in 2009-2010.

Acting appointments

1.24 In 2013-2014, there was an increase in the number of acting appointments to 9 524, 12.3% more than in 2012-2013 (8 483). The increase was larger in the NCR than in other regions, both in proportionate and absolute terms. The rate of promotion following an acting appointment increased slightly to 22.9% in 2012-2013 from 22.6% in 2011-2012, but remained lower than the rate of 28.3% in 2010-2011. The duration of acting appointments ending with a promotion increased to 18.0 months in 2012-2013 from 15.0 months in 2011-2012 and 14.4 months in 2010-2011. (See Appendix 3 for more information.)

Executive staffing activities

1.25 Appointments of new indeterminate Executives increased for the first time in five years (see Table 1). There were 276 such appointments in 2013-2014, 24.3% (54) more than in 2012-2013, but the numbers remained below the levels observed in 2011-2012 (422). The number of new indeterminate Executives increased by 29.2% (50) in the NCR and by 7.8% (4) in other regions.

Table 1: Staffing activities of new indeterminate Executive employees under the *Public Service Employment Act*, by source and fiscal year

Source of new Executive employees	2009-2010		2010-2011		2011-2012		2012-2013		2013-2014	
	No.	%	No.	%	No.	%	No.	%	No.	%
From other occupational groups within the public service	596	88.0	519	87.7	365	86.5	198	89.2	230	83.3
Appointments to the public service	78	11.5	69	11.7	51	12.1	24	10.8	45	16.3
Appointment of term Executives to indeterminate positions	3	0.4	4	0.7	6	1.4	0	0.0	1	0.4
Total	**677**	**100.0**	**592**	**100.0**	**422**	**100.0**	**222**	**100.0**	**276**	**100.0**

Source: Public Service Commission hiring and staffing activities files

1.26 Despite this increase, the number of separations of indeterminate Executives exceeded their inflow, and the indeterminate Executive population decreased by 4.2%, from 4 760 in March 2013 to 4 559 in March 2014. Comparatively, the indeterminate population in the rest of the public service decreased by 4.0%. The indeterminate Executive population decreased by 3.8% in the NCR compared to 5.4% in the other regions.

1.27 A larger proportion (16.3%) of new indeterminate Executives were hired externally in 2013-2014 compared to an average of 11.6% from 2008-2009 to 2012-2013.[8] The majority (83.3%) of new Executives were appointed from other occupational groups within the public service.[9]

1.28 Casual hiring of Executives decreased for a fourth consecutive year, from 99 in 2012-2013 to 79 in 2013-2014, for a drop of 20.2%. Casual hiring of Executives peaked in 2009-2010 at 186 casual hires.

1.29 Indeterminate staffing activities of Executives decreased for a fourth consecutive year, declining by 9.5%, from 1 058 in 2012-2013 to 958 in 2013-2014. Acting appointments decreased by 13.0%, from 208 to 181, below the average of 195 observed in the previous five years. The number of lateral and downward movements decreased by 18.8%, from 658 to 534, below the average of 626 observed in the previous five years. Promotions among Executives increased by 26.6% to 243, compared to 192 in 2012-2013, remaining below the average of 350 promotions observed in the previous five years.

[8] Approximately half of these were hired from non-*Public Service Employment Act* public service departments and agencies, such as the Canada Revenue Agency, the Canadian Food Inspection Agency and Parks Canada.

[9] New indeterminate Executives came predominantly from the Economics and Social Science Services (EC) (23.6%), Financial Administration (FI) (9.4%) and Administrative Services (AS) (8.3%) occupational groups.

1.30 Relative stability of indeterminate staffing activities of Executives (EX) is the net result of decreased activities at the EX-1, EX-2, and EX-3 levels (12.8% lower than in 2012-2013) and increased activities at the EX-4 and EX-5 levels (up 42.2%). Activities decreased by 12.3% in the NCR but remained relatively stable in the other regions.

A values-based staffing system

1.31 The Preamble to the PSEA states that "Canada will continue to benefit from a public service that is based on merit and non-partisanship and in which these values are independently safeguarded." Further, "the public service, whose members are drawn from across the country, reflects a myriad of backgrounds, [... and] embodies linguistic duality." In addition, the Preamble states that the "public service [...] is characterized by fair, transparent employment practices" and that "delegation [...] should afford public service managers the flexibility necessary to staff, to manage and to lead their personnel to achieve results for Canadians." This provides hiring managers with flexibility to exercise discretion and design effective staffing approaches to find the required skills for the specific circumstances, while meeting the expectations set out in the Preamble to the PSEA. This is reflected in the PSC's appointment policies.

Access to public service jobs

1.32 The PSC is committed to ensuring that all Canadians have access to job opportunities in the public service. The PSC looks at a number of indicators to determine whether the value of access is respected overall, including the length of time that positions are advertised; data related to the use of National Area of Selection; the geographic origins of public servants; the proportion of Canadians with no previous public service work experience; and the use of non-advertised processes.

Length of time for advertising

1.33 One decision a manager makes is the length of time that job opportunities are advertised. The PSC *Advertising in the Appointment Process Policy* requires that job opportunities in the federal public service be advertised for a minimum of one business day. However, PSC guidance recommends that managers advertise for one to two weeks, depending on factors such as the number of positions to be filled, the urgency of the requirement, the use of complementary advertisements such as newspapers and job fairs, variations in time zones and work schedules for potential applicants, and the expectation of accepting applications through the mail or by other means.

1.34 Overall, managers tended to advertise for similar periods of time in 2013-2014 and 2012-2013. Based on the Public Service Resourcing System, about 73% of external advertisements in 2013-2014 were posted for a period of one week or longer, compared to 74% in 2012-2013. In 2013-2014, about 11% of external advertisements were posted for two days or less, compared to 12% in 2012-2013. No advertisements were posted for less than one business day.

National Area of Selection

1.35 To ensure that Canadians from across the country, and those living abroad, have access to public service jobs, the PSC *Area of Selection Policy* requires that externally advertised employment opportunities be open nationally.

The use of National Area of Selection continues to improve access to long-term and indeterminate public service jobs at both the officer and non-officer levels

While the total number of advertisements increased in 2013-2014, the proportion of appointments of those who applied from outside the region in which the job was located grew for officer-level positions:

- 21.5% in 2011-2012
- 23.9% in 2012-2013
- 25.6% in 2013-2014

For non-officer level positions, the appointment rate from other regions decreased slightly in 2013-2014 but is still higher than 2011-2012:

- 11.7% in 2011-2012
- 17.4% in 2012-2013
- 16.5% in 2013-2014

Geographic origins of the public service workforce

1.36 The Preamble to the PSEA describes a public service "whose members are drawn from across the country." The Survey of Staffing asked public service employees about the province or territory in which they last attended high school, as an indicator of where they grew up. As shown in Table 2, the comparison of survey results to the data on the Canadian labour force found within each geographic area provides a unique lens to better understand the geographic representativeness of the federal public service.

Table 2: Geographical representativeness of the public service workforce compared to the Canadian labour force, by year

Geographic area of residence	Origins of public service workforce[a]		Canadian labour force
	2012 (%)	2013 (%)	%
British Columbia	7.8	7.7	12.9
Alberta	4.6	4.6	12.3
Saskatchewan	3.4	3.4	3.0
Manitoba	4.2	4.3	3.5
Ontario (excl. NCR)	21.3	21.1	35.8
Ontario (incl. NCR)	36.4[b]	34.8	38.8
National Capital Region (NCR)	20.1	20.8	3.9
Quebec (excl. NCR)	20.2	19.5	21.8
Quebec (incl. NCR)	25.2[b]	26.6	22.8
New Brunswick	4.5	4.7	2.0
Nova Scotia	4.8	5.0	2.5
Prince Edward Island	1.0	1.0	0.4
Newfoundland and Labrador	2.7	2.7	1.3
Yukon	0.0[c]	0.1	0.1
Northwest Territories	0.2	0.1	0.1
Nunavut	0.1	0.0[d]	0.1
Outside Canada	5.1	5.1	N/A

Source: Survey of Staffing — 2012 and 2013; Statistics Canada — Population of Census Metropolitan Areas 2012; Labour Force Survey, March 2014 (71-001-X); CANSIM Tables: 282-0116, 282-0100 and 282-0054.

[a] The origins of the public service workforce is a proxy measure of the geographical representativeness of the public service. It is based on a Survey of Staffing question that inquired about the province or territory in which public service employees attended high school.

[b] This is an estimate of the breakdown of the National Capital Region between Ontario and Quebec based on the relative share of the population in each province within the Ottawa-Gatineau census metropolitan area. For 2013, the Survey of Staffing collected this information directly.

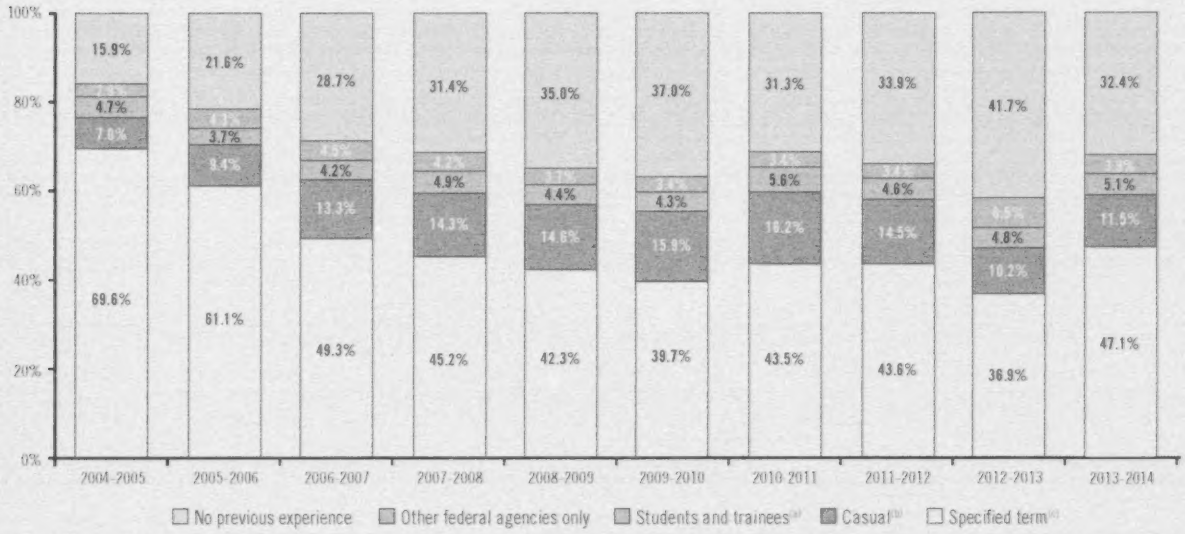
[c] In the Survey of Staffing 2012, 39 respondents (0.04%) indicated that they attended high school in Yukon; the figure in the table (0.0%) is rounded.

[d] In the Survey of Staffing 2013, 33 respondents (0.04%) indicated that they attended high school in Nunavut; the figure in the table (0.0%) is rounded.

Previous public service work experience

1.37 As illustrated in Figure 9, the proportion of new indeterminate hires who had no previous public service work experience decreased from 41.7% in 2012-2013 to 32.4% in 2013-2014, compared to the five-year average of 34.5%. Appointees with specified term experience accounted for a larger proportion of hires in 2013-2014 (47.1%) than in 2012-2013 (36.9%), which is below the previous five-year average of 42.4%. The proportion of those with previous casual employment experience increased to 11.5% in 2013-2014 from 10.2% in 2012-2013.

Figure 9: New indeterminate hires, by previous public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

[a] Students and trainees may include previous experience in other federal organizations.

[b] Casual may include previous experience such as a student, trainee or in other federal organizations.

[c] Specified term may include previous experience such as a casual, student, trainee or in other federal organizations.

Use of advertised and non-advertised processes

1.38 Both advertised and non-advertised processes are provided for in the PSEA. In an advertised appointment process, a manager formally solicits applications from candidates, assesses them against the merit criteria, and selects and appoints a person from the candidate pool who is qualified for the job. In a non-advertised appointment process, a manager assesses a person against the merit criteria and, if qualified, appoints the person to the job.

1.39 Managers are sub-delegated to choose either advertised or non-advertised processes. The objective of the PSC *Choice of Appointment Process Policy* is to help organizations meet their operational and human resources needs. The choice should be consistent with the organization's human resources plan and the staffing values. There is no one-size fits-all checklist of when to use

which process because it depends on the organization's operational needs and the criteria for the choice of appointment process it has established. As always, appointments need to be based on merit and non-partisanship and the process should be transparent and fair.

1.40 Table 3 shows that the proportion of non-advertised processes for appointments to the public service was 23.1% in 2013-2014. For promotions, the proportion of non-advertised processes was 26.9%, and for acting appointments, the proportion of non-advertised processes was 55.3%. Due to a change in methodology,[10] figures from 2013-2014 are not comparable with previous years. Combining the appointments to the public service and the promotions, 74.9% of appointments were advertised processes and 25.1% were non-advertised processes in 2013-2014.

1.41 The PSC reviews both advertised and non-advertised appointments through its audits and monitors the use of non-advertised processes by departments and agencies. To better understand how departments and agencies and hiring managers are choosing non-advertised appointment processes, the PSC is analyzing the reasons for the choice and is improving its approach to data collection through changes to job advertisements systems.

1.42 The PSC notes that there are generally two types of non-advertised appointment processes. The first type includes situations where advertising was used at the outset. Examples include student bridging following participation in a student employment program and appointments upon completion of a professional development program. The second type includes situations where only one person is formally considered. Managers may choose this type of non-advertised process for a variety of reasons which may include, but are not limited to, certain reclassifications, where there are skills shortages, where there are urgent and unforeseen needs, or in situations meeting other criteria a department has established.

[10] The PSC now reports student bridging as a non-advertised process rather than an advertised process as in previous years. As a result, 2013-2014 proportions of advertised and non-advertised processes for appointments to the public service as well as the total are no longer comparable to previous years.

Table 3: Estimates of percentage of appointments under the *Public Service Employment Act* to and within the public service, by appointment type, process and fiscal year

Appointment type[b]	2011-2012		2012-2013		2013-2014[a]	
	Advertised (%)	Non-advertised (%)	Advertised (%)	Non-advertised (%)	Advertised (%)	Non-advertised (%)
Appointments to the public service	84.7	15.3	82.4	17.6	76.9	23.1
Promotions	70.3	29.7	62.4	37.6	73.1	26.9
Subtotal[c][d]	**76.7**	**23.3**	**71.4**	**28.6**	**74.9**	**25.1**
Acting appointments	33.5	66.5	37.9	62.1	44.7	55.3
Total[c]	**67.4**	**32.6**	**60.2**	**39.8**	**66.1**	**33.9**

Source: Public Service Commission (PSC) hiring and staffing activities files matched to their administrative data sources

[a] In 2013-2014, due to timing and data quality issues, the PSC was able to match approximately 80% of appointments to the public service and promotions, and approximately 60% of acting appointments, with PSC administrative data sources. Ongoing efforts to improve data quality resulted in enhanced coverage of appointments in 2013-2014, particularly for appointments to the public service.The PSC now reports student bridging as a non-advertised process rather than an advertised process as in previous years. As a result, 2013-2014 proportions of advertised and non-advertised processes for appointments to the public service as well as the total are no longer comparable to previous years.

[b] Includes indeterminate and specified term appointments. Excludes lateral and downward movements, deployments and acting appointments of less than four months

[c] Year-over-year changes in the proportion of advertised and non-advertised processes reflect changes in the match rates and changes in the distribution of each of the three appointment types.

[d] Subtotal is calculated based on weighted average of appointments to the public service and promotions.

Fairness and transparency in appointments

Perceptions of fairness

1.43 In 2013, nearly three-quarters (72%) of candidates indicated in the Survey of Staffing that the advertised or non-advertised staffing process in which they participated was fair, an increase from 64% in 2012 and 70% in 2011. A closer examination of the data reveals that candidate perceptions of fairness vary with the outcome of the staffing process; those who were successful (i.e. who received an offer of appointment) were more likely to view the process as fair than those who were unsuccessful. In 2013, 95% of those who received an offer felt that the advertised processes in which they participated were fair, as compared to 58% of those who were unsuccessful. Between 2012 and 2013, the share of candidates who received an offer of appointment following an advertised process increased from 20% to 29%.

1.44 Employee perceptions of the fairness of staffing processes in their own work unit remained relatively stable over the past three years (70% in 2013, compared to 71% in 2012 and 69% in 2011).

Perceptions of transparency

1.45 The latest data from the Survey of Staffing show that 70% of employees agree that staffing processes within their own work unit were carried out in a transparent way, a proportion that has remained the same over the past three years. In the case of EE designated groups, 57% of persons with disabilities, 61% of Aboriginal peoples, 64% of members of visible minorities and 70% of women reported that staffing processes within their own work unit were carried out in a transparent way. These proportions have remained stable over the previous year.

Informal discussion

1.46 During an internal appointment process, the PSEA and the PSC *Policy on Informal Discussion* require that persons eliminated from consideration are to be provided with an opportunity to discuss the reasons for their elimination from the process as soon as possible after the decision is made.

1.47 Informal discussion promotes transparency and is intended to improve communication during the appointment process before a final decision about an appointment is made. This allows managers to quickly and effectively correct any errors or omissions in the appointment process.

1.48 The latest Survey of Staffing data show that 55% of managers who administered advertised processes received requests from candidates for informal discussions in 2013, compared to 57% in 2012 and 49% in 2011. As shown in Table 4, the proportion of candidates who sought an informal discussion with the hiring manager after being eliminated from the process increased slightly to 46% in 2013, from 44% in 2012, and is consistent with the proportion recorded in 2011 (46%). The share of candidates who were screened back into the process as a result of informal discussions increased to 10% in 2013, compared to 6% in 2012, and 10% in 2011. The data also show that 50% of candidates participating in an informal discussion were satisfied with the outcome, a result comparable to 2012.

Table 4: Results of informal discussion – Candidates eliminated from consideration in advertised staffing processes, by year

	2011 (%)	2012 (%)	2013 (%)
Percentage of candidates who participated in an informal discussion	46	44	46
Percentage of candidates satisfied with the outcome of the informal discussion	62	49[a]	50[a]
Percentage of candidates satisfied with the time it took to get an informal discussion	85	76[a]	74[a]
Percentage of candidates who participated in an informal discussion who were screened back into the process	10	6	10

Source: Survey of Staffing — 2011, 2012 and 2013

[a] Due to a change from a three-point answer grid to a four-point answer grid for this question in the 2012 Survey of Staffing, 2012 and 2013 estimates are not directly comparable to 2011 estimates.

Time to staff

1.49 The PSC provides information and analysis on the time it takes to staff a position in the public service in order to assist departments and agencies in managing their own staffing processes. Data on "actual time to staff" are collected from hiring managers who administered a staffing process and who completed the Survey of Staffing. Time to staff is defined as the elapsed time between a staffing request being submitted to human resources from hiring managers and the appointee reporting to work.

1.50 In the course of a staffing process, a number of steps may have an impact on the time it takes to complete. Understanding the reasons for the length of each phase of the process is a first step in addressing potential challenges. For example, process delays due to security clearances will likely require a very different solution to those caused by changes in HR advisors. The length of time taken to staff may also be as a result of a comprehensive and thorough assessment of candidates for a key position in the organization. In this case, a deliberate decision to take whatever time is needed to ensure the quality of the hiring decision is likely time well spent.

1.51 In 2012-2013, and to some extent in 2013-2014, hiring and staffing in the public service was set against a backdrop of resource reductions stemming from Spending Review 2012; this may have influenced time to staff. For example, many departments and agencies centralized staffing decisions in order to explore multiple avenues for redeploying displaced employees and placing persons with a priority entitlement, leading to a pattern of delayed approvals that is not normally the case. The latest data from the Survey of Staffing show that the overall average time to staff indeterminate advertised positions (from both collective[11] and distinct processes) was 5.3 months in 2013, compared to 5.5 months in 2012 and 4.5 months in 2011 (see Table 5).

1.52 A collective process refers to the strategy of establishing a pool of qualified candidates from which more than one appointment, in one or more organizations, can be made over time. Table 5 shows that the time to staff for collective indeterminate advertised positions was 5.4 months in 2013, compared to 5.7 months in 2012. Collective staffing from already established pools of qualified candidates took approximately four weeks less time than those from distinct staffing processes.

[11] The Survey of Staffing defines collective processes as those involving "more than one hiring manager and/or appointments within more than one work unit or location and/or in multiple departments and agencies."

Table 5: Time to staff indeterminate positions,[a] by process type and year

	2011		2012		2013	
	Weeks	Months	Weeks	Months	Weeks	Months
Advertised processes	19.3	4.5	23.9	5.5	23.1	5.3
• Distinct	17.8	4.1	23.5	5.4	22.8	5.3
• Collective	20.4	4.7	24.8	5.7	23.5	5.4
- Staffing request before pool is created	23.5	5.4	29.4	6.8	25.7	5.9
- Staffing request after pool is created	17.8	4.1	20.9	4.8	19.0	4.4
Non-advertised processes	13.3	3.1	14.7	3.3	14.8	3.4

Source: Survey of Staffing — 2011, 2012 and 2013

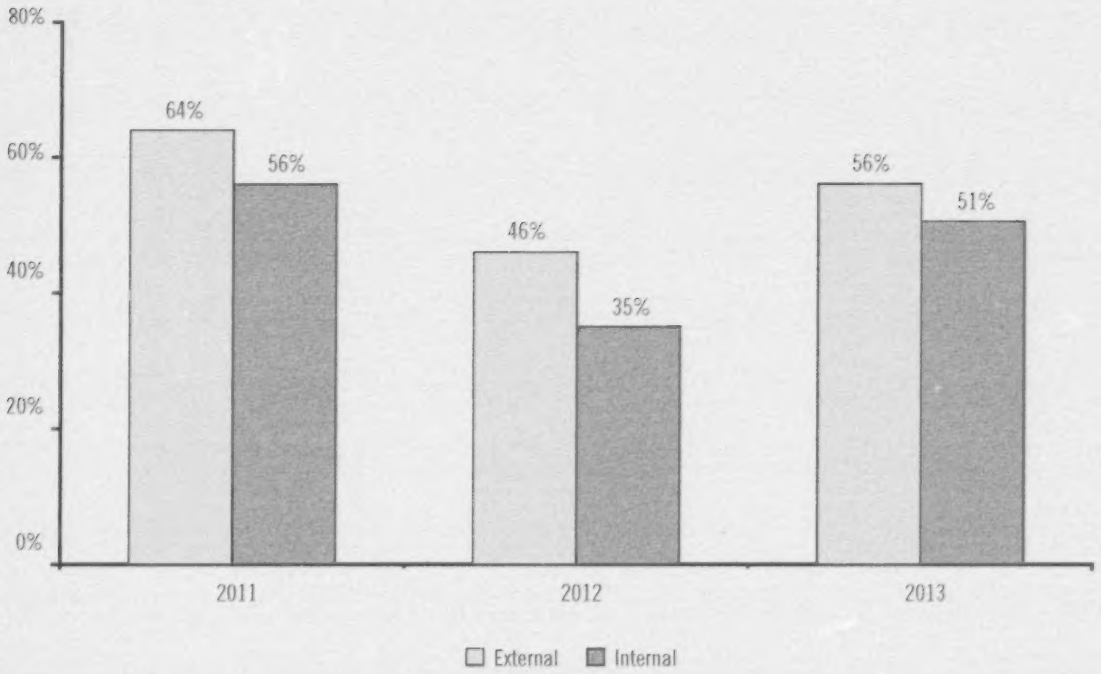
[a] The methodology used to calculate time to staff changed in 2012. Previously, managers were asked to provide the number of weeks it took from the staffing request being submitted to the appointee reporting to work. In 2012, managers were asked to provide the month and year of each of these two points in time in their staffing process, from which the number of weeks were subsequently calculated. In addition, figures from 2012 onwards include those processes that took up to 18 months (78 weeks) to complete. As a result, the figures for 2011 were recalculated and, therefore, may differ from those in previous Public Service Commission Annual Reports.

1.53 As illustrated in Figure 10, the use of collective processes increased in 2013, compared to 2012 but remained below 2011 levels. Large departments and agencies continued to make greater use of collective processes (54%) than medium departments and agencies (36%).[12]

1.54 The use of collective processes seems more effective when the positions to be staffed are homogeneous, and when there is a need to staff multiple positions in one or more department or agency. The 2013 Survey of Staffing data further show that managers used collective staffing processes more frequently to fill Border Services (FB), Welfare Programs (WP) and Financial Management (FI) positions. In comparison, distinct processes were used extensively to staff General Labour and Trade (GL), Commerce (CO) and Research (RE) positions.

[12] In the context of the Survey of Staffing, large departments and agencies are those with at least 2 000 employees, while medium ones are those with 350 to 1 999 employees.

Figure 10: Use of collective advertised processes by hiring managers, by year



Source: Survey of Staffing — 2011, 2012 and 2013

1.55 **Factors related to time to staff** – As part of its analysis, the PSC looked at whether certain factors were associated with time to staff. For example, the PSC found that turnover of HR personnel could be a factor in increasing the time it takes to staff a position. A relationship was established between the number of HR advisors used and the length of time to staff. It took an average of 4.6 months to complete the process if only one HR advisor was involved, 5.5 months with two advisors and 6.4 months if three or more HR advisors were involved in any staffing process.

1.56 Another factor related to time to staff can be security requirements. According to the 2013 Survey of Staffing, appointees requiring a security clearance added, on average, one week to the time to staff an advertised position, compared to approximately one month in the 2012 survey. The PSC will continue to collect this information to monitor factors related to time to staff.

1.57 The Survey of Staffing data also shows that organizational size is related to the time it takes to staff positions. Large departments and agencies took an average of 5.4 months to complete an advertised staffing process in 2013, compared to 5.1 months for medium departments and agencies.

A representative public service

1.58 As stated in the Preamble to the PSEA, the public service must be representative of Canada's diversity and be able to serve Canadians in their official language of choice. Under the *Employment Equity Act*, the PSC, as a co-employer for the public service, is required to identify and eliminate employment barriers in the appointment system for the four designated groups

(i.e. Aboriginal peoples, persons with disabilities, members of visible minorities and women); institute positive policies and practices; and provide reasonable accommodation to achieve a representative public service.

1.59 The PSC collects data regarding the number of individuals who apply through the Public Service Resourcing System for advertisements open to Canadians on the PSC's jobs-emplois.gc.ca Web site. This enables the PSC to assess employment equity (EE) trends and performance regarding the share of external applicants of EE groups, including Aboriginal peoples, persons with disabilities and members of visible minorities.

1.60 In 2012-2013, the PSC and the Office of the Chief Human Resources Officer worked together to address the long-standing issue of the different methodologies used to report EE information to Parliament. A common methodology was therefore developed to ensure consistent reporting of EE data across the federal public service. This methodology resulted in improved quality and completeness of information on designated groups, in addition to improving efficiencies by which departments and agencies will obtain and report on EE data. Following the implementation of this methodology, the PSC published *Appointments to the Public Service by Employment Equity Designated Group for 2012-2013 – Statistical Update.*

1.61 As illustrated in Table 6, the PSC found that the percentage of applicants of persons with disabilities and members of visible minorities decreased in 2013-2014 compared to 2012-2013, while the percentage of applicants of Aboriginal peoples increased. Aboriginal peoples and members of visible minorities continued to apply at a rate exceeding their workforce availability. From 2012-2013 to 2013-2014, the applicant rates of Aboriginal peoples increased from 3.0% to 5.0% while that of members of visible minorities and persons with disabilities decreased from 23.0% to 21.4%, and from 2.6% to 2.4% respectively.

Table 6: Percentage of applicants[a] to advertised processes, by employment equity designated group and fiscal year, compared to the 2006 workforce availability

Employment equity designated group	2006 workforce availability[b]	2011-2012	2012-2013	2013-2014
Aboriginal peoples	3.0	4.0	3.0	5.0
Persons with disabilities	4.0	2.6	2.6	2.4
Members of visible minorities	12.4	21.4	23.0	21.4
Women	52.3	N/A[c]	N/A[c]	N/A[c]

Source: Public Service Resourcing System (PSRS)

[a] For applicants to advertised processes, the percentages for the employment equity designated groups are based on applicants who self-declared through the PSRS.

[b] The 2006 workforce availability for the public service was provided by the Treasury Board of Canada Secretariat.

[c] Applicant data by sex cannot be reported due to a change in data capture.

Note: Figures include applicants who applied to external job postings containing an employment term of at least indeterminate or specified term of three months and over, and exclude applicants to external job postings containing an employment term of specified term less than three months and/or temporary only.

1.62 As shown in Table 7, in 2013-2014, three of the four EE designated groups – Aboriginal peoples, members of visible minorities and women – were appointed to the public service at a rate exceeding their respective workforce availability. Persons with disabilities were appointed at a lower rate (3.3%) than their workforce availability (4.0%). From 2012-2013 to 2013-2014, the appointment rate for Aboriginal peoples and persons with disabilities decreased from 4.9% to 4.6% and from 3.5% to 3.3% respectively. The appointment rate for women and members of visible minorities increased from 52.9% to 55.2% and 14.7% to 16.0% respectively.

Table 7: Percentage of appointments to the public service to indeterminate positions and specified terms of three months and over, by employment equity designated group and fiscal year, compared to the 2006 workforce availability

Employment equity designated group	2006 workforce availability[a]	2012-2013	2013-2014
Aboriginal peoples	3.0	4.9[b]	4.6[b]
Persons with disabilities	4.0	3.5[b]	3.3[b]
Members of visible minorities	12.4	14.7[b]	16.0[b]
Women	52.3	52.9[c]	55.2[c]

Source: Treasury Board of Canada Secretariat (TBS) Employment Equity Data Bank (EEDB) and the Public Service Commission (PSC) hiring and staffing activities files

[a] The 2006 workforce availability for the public service was provided by the TBS.

[b] The figures for these three employment equity designated groups are extracted from the TBS EEDB where a match was found in the PSC hiring and staffing activities file covering the current fiscal year. These include appointments as a result of both external advertised and non-advertised processes. They exclude appointments to separate agencies. Due to a change in methodology, figures published in fiscal years prior to 2012-2013 are not comparable with figures published since the PSC's *Statistical Update on Appointments to the Public Service by Employment Equity Designated Group for 2012-2013*.

[c] The figures for women are extracted from PSC hiring and staffing activities files. These include appointments as a result of both advertised and non-advertised processes. They exclude appointments to separate agencies.

1.63 **Students who are members of designated groups** – The PSC administers the student employment programs through which federal organizations recruit and hire students. From year to year, these programs continue to attract a diverse pool of applicants from the secondary and post-secondary cohorts. In 2013-2014, for the second time, the PSC examined the EE profile of students both as applicants and as hires.

1.64 Table 8 shows that students who are members of EE designated groups continued to be appointed at a higher rate than that at which they applied in 2013-2014. Workforce availability is not used to assess representativeness of EE designated groups' share of student employment because information on workforce availability is based on broad occupational categories rather than employment status.

Table 8: Percentage of student[a] applicants to advertised processes and student[a] hiring activities to the public service, by employment equity designated group and fiscal year

Employment equity designated group	2012-2013	2013-2014
% of student applicants[b]		
Aboriginal peoples	2.1	2.1
Persons with disabilities	1.8	1.9
Members of visible minorities	18.8	19.4
Women	N/A[d]	N/A[d]
% of student hires[c]		
Aboriginal peoples	3.2	3.0
Persons with disabilities	2.2	2.5
Members of visible minorities	19.1	20.0
Women	57.3[e]	56.7[e]

Source: Public Service Commission (PSC) hiring and staffing activities files and Public Service Resourcing System (PSRS)

[a] Includes students who applied or were hired through the Federal Student Work Experience Program and the Research Affiliate Program. Employment equity (EE) data on students who applied or were hired through the Co-operative Education and Internship Program are not available.

[b] The percentages for Aboriginal peoples, persons with disabilities and members of visible minorities are based on students who applied and self-declared through the PSRS. These figures exclude cancelled advertisements.

[c] The percentages for Aboriginal peoples, persons with disabilities and members of visible minorities are based on students who applied and self-declared through the PSRS in the preceding two fiscal years and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. These exclude appointments to separate agencies.

[d] Due to a change in data capture, applicant data by sex is not available.

[e] Numbers for women appointed to the public service are extracted from the PSC hiring and staffing activities files, which are based on the Public Works and Government Services Canada pay system. These exclude appointments to separate agencies.

Note: Workforce availability is not used to assess representativeness of EE designated groups' share of student employment because information on workforce availability is based on broad occupational categories rather than employment status.

A focus on persons with disabilities

1.65 The PSC has had a particular concern about the rates of applications of persons with disabilities which continue to be below their respective workforce availability. To gain a better understanding of the issues contributing to the current rates, the PSC is engaging in outreach to students and employees with disabilities, collecting and disseminating noteworthy practices to hiring managers and conducting research.

1.66 **Outreach to students with disabilities** – As part of our ongoing work to attract more persons with disabilities to the public service, the PSC has engaged with stakeholders and partnered with other government departments and agencies to get a better understanding of the issues facing persons with disabilities in the employment process in general and in their recruitment in particular.

1.67 The PSC together with Treasury Board Secretariat, Employment and Social Development Canada, and Shared Services Canada's Accessibility, Accommodation and Adaptive Computer Technology Program conducted a pilot outreach event in March 2014, in partnership with the Paul Menton Centre for Students with Disabilities at Carleton University. The PSC is planning to expand the initiative to include other universities and community colleges in the fall of 2014. Also in March 2014, the PSC presented to members of the Human Resources Council on the efforts being made to increase public service representation rates in appointments and on the PSC's mandate regarding assessment accommodation for employment testing.

Noteworthy practices for managers to ensure appointment processes are more accessible to persons with disabilities

The PSC has a responsibility to ensure that the appointment system is free of employment barriers for members of designated groups, including persons with disabilities. In order to ensure that processes are more accessible to persons with disabilities, hiring managers can:

- Consult persons with disabilities during the development of qualifications and assessment tools to reduce disadvantages in the evaluation of candidates;
- Respect the principle of equal opportunity by allowing all candidates to fully demonstrate their qualifications through accommodation measures, as required;
- Use multiple assessment tools to provide candidates with the opportunity to demonstrate their competencies in different ways;
- Selecting testing locations that are accessible for applicants with mobility-related disabilities (e.g. having access ramps, automated door openers, etc.);
- Include persons with disabilities as members of assessment boards to ensure a broader understanding of the ways in which persons may demonstrate their qualifications; and
- Limit or expand the area of selection to persons with disabilities or include this group as an organizational need.

1.68 **Study on the application and appointment of persons with disabilities** – The PSC is seeking to more fully understand the issues surrounding the application and appointment of persons with disabilities. The PSC is undertaking a study to examine in more detail the application and appointment rates of persons with disabilities relative to workforce availability and the factors that might influence these rates.

1.69 While our current focus has been on persons with disabilities, the PSC continues to monitor applicant and recruitment rates of the four employment equity groups with a view to identifying any barriers and developing appropriate strategies for improving their representation across all levels of the public service. The PSC works closely on these issues with those responsible for EE programs, including the Office of the Chief Human Resources Officer and deputy heads. The PSC also participates in public service-wide forums including the Joint Employment Equity Committee, the Employment Equity Champions and Chairs Committees and the Human Resources Council. Participation in these forums provide further opportunities for collaboration, dialogue and sharing of noteworthy practices.

Noteworthy practices

Strategic commitment, integrated human resources, business and employment equity (EE) plans and monitoring, coupled with innovative strategic approaches, are all critical factors in achieving a representative public service. Correctional Service Canada (CSC)'s approach incorporates these elements and serves as an example of a noteworthy practice.

During 2013-2014, a revised Employment Equity Action Plan and Hiring Objectives were approved by the **Commissioner of the Correctional Service of Canada**. The plan sets hiring objectives higher than required to meet workforce availability, taking into account the lag in Census data, the make-up of the offender population as well as high separation rates for persons with disabilities. The Commissioner of CSC held face-to-face consultations with members of visible minorities, Aboriginal peoples and persons with disabilities. They then developed and implemented an internal and external outreach strategy supported by national and regional committees. In addition to monitoring hirings against stretch objectives, CSC monitored and regularly reported to senior management on promotions, actings and separations for EE groups.

Official languages: Linguistic duality

1.70 Positions in the public service may be bilingual or unilingual. For bilingual positions, managers must identify the proficiency level required for the work to be performed and persons appointed must meet the official language proficiency requirements. The PSC monitors staffing activities as they relate to official languages in the public service.

1.71 The proportion of Anglophones (73.8%) who were appointed to the public service in 2013-2014 increased from 2012-2013 (72.5%). Conversely, the proportion of Francophones who were appointed to the public service decreased, from 27.5% in 2012-2013 to 26.2% in 2013-2014. The proportion of appointments to and staffing activities within the public service to bilingual positions remained stable at 43.5% in 2013-2014 compared to 43.8% in 2012-2013. Indeterminate appointments and staffing activities represented 89.5% of these and the remaining 10.5% were specified term. (See Appendix 2, Tables 41-44 for more information.)

Non-imperative staffing

1.72 Bilingual positions may be staffed on a non-imperative basis under specific circumstances, as provided for under the Treasury Board Directive on the Staffing of Bilingual Positions. The *Public Service Official Languages Exclusion Approval Order* (the Order) and the *Public Service Official Languages Appointment Regulations* (the Regulations) are the statutory instruments that allow a person to be excluded from meeting the language requirements of a position for up to a maximum period of two years after a non-imperative appointment. Under certain limited circumstances, an extension of up to an additional two years can be granted.

1.73 Fewer indeterminate appointments to bilingual positions were made through non-imperative appointment processes in 2013-2014. Non-imperative processes accounted for 2.8% of indeterminate appointments to bilingual positions in 2013-2014, compared to 3.6% in 2012-2013 and 6.3% in 2009-2010. (See Table 9.)

Table 9: Indeterminate appointments and staffing activities to all bilingual positions (including the Executive Group) under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		2009-2010		2010-2011		2011-2012		2012-2013		2013-2014	
		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		28 046	93.7	23 587	94.8	19 271	96.6	11 727	96.4	12 534	97.2
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	1 631	5.4	1 080	4.3	496	2.5	360	3.0	291	2.3
	Employee does not meet requirements upon appointment	265	0.9	203	0.8	190	1.0	79	0.6	68	0.5
	Subtotal	**1 896**	**6.3**	**1 283**	**5.2**	**686**	**3.4**	**439**	**3.6**	**359**	**2.8**
Total		**29 942**	**100.0**	**24 870**	**100.0**	**19 957**	**100.0**	**12 166**	**100.0**	**12 893**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements, but excludes acting appointments.

1.74 The majority of persons appointed on a non-imperative basis in 2013-2014 met the language requirements upon appointment (or were exempt from the requirements based on a medical exclusion or having submitted an irrevocable resignation within two years). The balance (0.5% of indeterminate appointments to bilingual positions in 2013-2014) were entitled to receive language training and must meet the language requirements within the maximum time period allowed by the Order and the Regulations.

1.75 Since the current Order and Regulations providing for non-imperative appointments came into force on December 31, 2005, there has been a decline in the number of cases that do not meet the requirements. There were six such cases as of March 31, 2014, a decrease from the 55 cases reported in 2009-2010 and the 320 cases reported in 2005-2006.

Second language evaluation

1.76 The PSC is responsible for evaluating second official language proficiency in appointment processes through the Second Language Evaluation (SLE) standardized tests for oral proficiency, written expression and reading comprehension in both English and French. SLE volumes have increased by 11.4% since last year. (See Appendix 2, Table 45 for more information.)

1.77 **Pass rates** – The PSC tracks pass rates for its three second language tests which are the test of oral proficiency, written expression and reading comprehension. Some year-to-year fluctuations in pass rates are to be expected due to a range of factors that influence test results, including the changing profiles of those taking the tests, their reasons for taking the test and their demographics.

Table 10: Pass rates for the English and French Test of Oral Proficiency, by level and fiscal year[a]

Level	2009-2010		2010-2011		2011-2012		2012-2013		2013-2014	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	70.1	84.5	71.4	83.6	66.6	80.6	61.8	78.5	66.1	81.4
Level B only	81.2	92.9	83.2	94.1	79.0	92.5	74.3	92.0	80.1	94.8
Level C only	52.4	63.2	53.6	59.4	45.4	54.8	44.1	53.0	46.9	58.2
Level C Executives only	62.7	70.4	62.0	sample too small	57.8	76.6	51.2	sample too small	50.2	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2014

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 11: Pass rates for the English and French Test of Written Expression, by level and fiscal year[a]

Level	2009-2010		2010-2011		2011-2012		2012-2013		2013-2014	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	58.4	71.7	55.2	77.6	58.2	80.2	59.0	79.8	60.7	86.5
Level B only	59.1	71.3	55.2	77.3	57.3	79.7	58.0	79.9	60.3	86.9
Level C only	42.8	69.9	40.3	72.0	44.9	74.0	43.9	69.4	39.1	75.6
Level C Executives only	71.4	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2014

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 12: Pass rates for the English and French Reading Comprehension Test, by level and fiscal year[a]

Level	2009-2010		2010-2011		2011-2012		2012-2013		2013-2014	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	72.1	84.0	72.5	89.6	76.3	93.6	75.3	90.4	78.8	90.2
Level B only	77.2	88.5	75.3	91.8	79.5	94.6	78.2	94.0	80.7	94.3
Level C only	56.2	66.6	59.3	77.6	59.7	88.1	60.5	75.8	67.3	74.3
Level C Executives only	75.0	sample too small	73.3	sample too small	73.5	sample too small	73.9	sample too small	80.3	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2014

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

1.78 **Facilitating the placement of affected employees** – As noted in its 2011-2012 Annual Report, the PSC amended its policies to allow managers to use SLE test results that are more than five years old to appoint employees facing involuntary displacement as a result of workforce adjustments to bilingual positions. These employees must obtain new SLE test results within twelve months of the appointment.

1.79 Since this is a temporary measure (in place until March 31, 2015), the PSC also asked departments and agencies to monitor its use and report annually. During 2013-2014, the PSC began to follow up on the cases reported to ensure that each employee had confirmed that they met the official language requirements of the position prior to the end of the twelve-month period, and to identify any problems or challenges that departments and agencies were facing. The information received shows that this measure has been effectively managed.

1.80 In 2012-2013, this measure allowed 257 employees[13] who would have been displaced to remain in the public service. Departments and agencies have addressed 245 (or 95%) of these cases. The remainder have been delayed due to long-term leaves of absence, or the employees were being deployed to positions for which they met the language requirements.

1.81 In 2013-2014 another 169 appointments were made using this measure, of which 51% were already addressed. The remaining cases will reach the end of their 12-month period during this fiscal year.

1.82 The PSC will continue to monitor the use of this measure to ensure that service to the public and language of work requirements of the *Official Languages Act* are respected.

1.83 As outlined in Destination 2020, the PSC, in collaboration with Public Works and Government Services Canada (PWGSC), is currently piloting new on-line tests to provide PWGSC employees with a general indication of their second language skill levels against the A, B, and C standards.

[13] Last year, the PSC reported that the SLE confirmation period measure was used 248 times in 2012-2013. In this year's reports, several organizations provided updates showing an additional nine cases, bringing the total number of 2012-2013 appointments made using the measure to 257.

These test results are for self-assessment only; they are not considered official. These tools assist employees in identifying language learning needs and contribute to building a workforce capable of managing employees and serving the public in both official languages. The PSC will explore the possibility of offering these tests to all organizations and to the general public.

Research and studies

1.84 The PSC conducts research and studies to contribute to a broader and deeper understanding of various staffing issues of interest to the PSC, federal departments and agencies, other stakeholders and Parliament. These studies use statistical methods or descriptive tools to identify potential staffing issues and noteworthy practices. The PSC also undertakes study updates, which can be found in Appendix 3.

1.85 **Follow-up studies on members of employment equity designated groups: chances of promotion and perception of merit and fairness in staffing activities** – In 2012-2013, the PSC undertook two studies that looked more closely at how being a member of an EE designated group affects both chances of promotion and perceptions of the staffing process. As these results represent a snapshot in time, the PSC is currently updating these studies to determine whether the results might present a trend, and will report these findings in its 2014-2015 Annual Report.

1.86 To ensure that all those who play a leadership role in EE in the public service were aware of the preliminary findings of these studies, in 2013-2014, the PSC presented the results to the Deputy Minister Champions for Members of Visible Minorities, Persons with Disabilities and Aboriginal peoples and their members as well as to deputy heads and heads of human resources, and bargaining agents.

1.87 **Career progression of members of employment equity designated groups in the federal public service** – The PSC is currently examining whether differences exist between the career progression of EE designated group members and their respective comparison groups for the overall public service. Comparison groups are men and women who did not self identify as Aboriginal peoples, persons with disabilities or members of visible minorities.

1.88 **Study on the application and appointment of persons with disabilities** – The PSC is currently planning a study to fully understand issues surrounding the application and appointment of persons with disabilities. The study will examine in more detail the application and appointment rates of persons with disabilities to workforce availability and the factors that might influence these rates.

1.89 **Study on the selection of employees for retention or lay-off data from the PSC 2012 and 2013 Survey of Staffing** – The PSC is undertaking a study using survey findings and respondent comments related to selection of employees for retention or lay-off (SERLO) from the 2012 and 2013 survey cycles. The study will provide an indication of how SERLO processes have been perceived by survey respondents and help to inform hiring managers and provide PSC guidance to public service organizations.

CHAPTER 2

Enabling departments and agencies

Highlights

- The Public Service Commission (PSC) makes ongoing efforts to adapt its activities to meet the emerging needs of departments and agencies, and to achieve a modern, effective staffing system.
- In 2013-2014, the PSC increased its proactive policy guidance and support, and the sharing of key trends, lessons learned and noteworthy practices to support departments and agencies in effectively managing their staffing.
- The PSC maintained its efforts to support departments and agencies to redeploy skilled employees who were affected by workforce adjustment and to undertake targeted recruitment to ensure the public service has the skills required now and in the future.
- The PSC Priority Administration Program supported the referral and placement of an increased number of persons with a priority entitlement. A total of 1 235 employees were placed in 2013-2014, 29% more than in 2012-2013. In addition, there were 407 priority appointments to lower levels, which in turn resulted in new one-year priority entitlements to assist these persons in getting back to their previous level.
- Through student employment programs, there were 10 386 student hires in 2013-2014, 8.6% more than in the previous year. However, this number remains below the 13 099 student hires from 2011-2012, prior to Spending Review 2012.
- As noted in Chapter 1, the number and proportion of employees under the age of 35 continued to decline in 2013-2014, despite the increase in appointments of new indeterminate employees from this age group. Employees under the age of 35 accounted for 17.0% of all indeterminate employees in March 2014, compared to 18.4% in March 2013 and 21.4% in March 2010, when the proportion reached a peak. The Commission is preoccupied by these trends, which will have an impact on the future composition of the public service.
- The PSC continued to invest in technology as part of the modernization of its staffing and assessment services to enhance the quality of hiring to the public service, including a further expansion of electronic testing to reduce the overall cost of assessments.

2.1 The Preamble to the *Public Service Employment Act* (PSEA) sets out a vision for a delegated staffing system that provides public service managers with the authority "to staff, to manage and to lead their personnel to achieve results for Canadians." With this in mind, the Public Service Commission (PSC) provides guidance, tools and support services while enhancing the framework that supports hiring managers to achieve a modern, effective staffing system.

2.2 The PSC draws on the findings and lessons learned from its oversight activities (monitoring, audits, investigations) and other sources of information, such as its studies and decisions by the Public Service Staffing Tribunal (PSST), to improve the staffing policy framework, clarify expectations and contribute to a modern staffing system. Engagement with departments and agencies allows the PSC to enable hiring managers to staff efficiently while meeting the expectations of the PSEA.

2.3 This chapter highlights the range of activities that the PSC has undertaken to support departments and agencies and ensure an effective staffing system, underscoring the importance of engaging and collaborating with central agency partners, bargaining agents and deputy heads, hiring managers and human resources (HR) advisors. This chapter also presents an evolution of the PSC's services and systems, designed to increase knowledge and expertise within departments and agencies as they build a workforce to meet the current and future needs of the public service.

Core enabling activities

2.4 The PSC provides departments and agencies with a policy framework, policy interpretation and guidance to ensure a clear understanding and proper application of delegated staffing authorities, and to increase organizational knowledge. In 2013-2014, the PSC refined its policies and policy instruments, assessment services and staffing and recruitment programs to respond to the current and future needs of departments and agencies in a changing environment.

Policy guidance and outreach

2.5 To support departments and agencies effectively, the PSC provides information and expertise that respond to operational needs.

Advice and guidance

In 2013-2014, the Public Service Commission responded to 727 requests for policy interpretation and over 2 800 operational questions, providing departments and agencies with timely information as they make staffing decisions. While the range of topics was broad in 2013-2014, roughly a third of policy-related enquiries were related to merit. For example, questions about assessment of qualifications and official languages each represented 13% of the total, followed by selection decisions at 7%. Discretionary decisions related to choice of appointment process were another important theme, representing roughly another 25% of the questions. The volume of questions about workforce reduction declined in 2013-2014 following Spending Review 2012.

2.6 The PSC undertakes regular outreach in each region. This outreach is designed to share information, consult on emerging issues, respond to questions and concerns and provide advice. In 2013-2014, 117 events were organized with functional communities, such as the Association of Professional Executives, the National Managers' Community, the Public Service Commission Joint Advisory Council, the National Joint Council, the Human Resources Council and other interdepartmental HR communities nationally and in the regions.

Examples of outreach activities

In 2013-2014, the Public Service Commission (PSC) held numerous outreach activities. Of note, the PSC, in partnership with the Human Resources Council, developed and delivered a Staffing SmartShop to over 300 members of the human resources (HR) community, via teleconference and WebEx. The main outreach themes were strategies for assessment, the effective use of staffing flexibilities, and how to articulate appointment decisions.

The PSC also offered information sessions on effective assessment strategies to **Public Works and Government Services Canada**, **Library and Archives Canada**, **Canadian Heritage** and interdepartmental staffing councils in Quebec and Nova Scotia. These sessions were designed to inform HR advisors on standardized assessment tools available to assist them in selecting the right candidate. In addition, these sessions focused on assessment practices such as unsupervised internet tests which are designed to manage assessment volumes while enhancing the quality of appointments.

In January 2014, the PSC hosted a symposium to provide departments and agencies with information on staffing trends and recurring issues identified through the PSC's oversight activities, the new Staffing Management Accountability Framework and recent innovations in staffing assessment technology. Panel discussions with representatives from a cross-section of departments and agencies were convened to share success stories and challenges, and learn about best practices. More than 120 heads of HR and staffing advisors from departments and agencies of all sizes attended this event.

2.7 **Improving the policy framework** – In addition to supporting departments and agencies through policy guidance, the PSC advanced some statutory instruments, including exclusion approval orders (exclusions from the application of the PSEA) and regulations, during the reporting period (more detailed information can be found in Appendix 5).

2.8 In 2013-2014, the PSC initiated a review of its policy and oversight functions to ensure they are integrated and serve to improve staffing across government. Over the next year, the PSC will consult with key stakeholders, including departments and agencies, central agencies and bargaining agents to establish a more streamlined policy framework and oversight model, supported by clear and accessible guidance and advice.

Assessment services

2.9 **Sharing assessment expertise –** By sharing knowledge and providing advice and guidance, the PSC supports deputy heads in maintaining and enhancing a merit-based appointment system. The PSC provides guidance to augment the effectiveness of a department or agency's assessment tools and test development practices by reviewing their assessment processes. Departments and agencies also have access to a range of standardized assessment tools, developed with the expertise of the PSC, to support merit-based appointments.

Staffing for pay modernization

The Public Service Commission (PSC) continued its partnership with **Public Works and Government Services Canada** (PWGSC) to support their staffing of compensation advisor positions in Miramichi, New Brunswick. Through PSC advice, guidance and services, PWGSC optimized the use of standardised assessment tools. PWGSC also leveraged technology with electronic screening and the use of unsupervised internet testing.

Competency framework and assessment tools

To support **Environment Canada** in the modernization of their Apprenticeship or Professional Training Program for Meteorological Technologists, the Public Service Commission (PSC) developed a competency-based framework for the selection and promotion of Engineering and Scientific Support (EGs) in the program. The new framework consists of eight competencies required by all EGs, as well as a number of technical competencies reflecting skills unique to specific weather monitoring networks such as lightning detection, radar and marine. The PSC also developed assessment tools related to these competencies, such as sets of structured interview questions, participant achievement records and structured reference checks. The framework and assessment tools will help Environment Canada ensure that entry into and promotion within this training program is both merit-based and efficient.

Public Service Commission assessment expertise

Again this year, the Public Service Commission (PSC) continued to support **Correctional Service Canada's** recruitment of correctional officers. In addition to providing tests for screening purposes, the PSC completed more than 1 200 clinical assessments of candidates in 2013-2014. The clinical assessments and interviews are designed to evaluate psychological suitability for correctional officer positions and help to ensure that the individuals chosen for the job are a good fit for the demands of the work and the work environment. These assessments were supplemented by more than 600 semi-structured interviews.

2.10 The PSC continued to offer workshops to HR specialists and managers to expand their knowledge of assessment tools and techniques. In 2013-2014, new sessions on developing structured interviews and reviewing the fairness of assessment tools were created and delivered to eliminate potential assessment-related barriers. The PSC also delivered leadership readiness seminars to help participants better understand their leadership strengths and weaknesses.

2.11 **Staffing and assessment** – The rise in policy interpretations, requests and use of PSC assessment products and services reflects the increase in staffing activity by departments and agencies. As seen in Table 13, demand for products and services for Executive assessment increased from 290 in 2012-2013, to 377 in 2013-2014 and the use of non-Executive products more than doubled from 19 414 in 2012-2013, to 43 047 in 2013-2014.

Table 13: Executive and non-Executive assessment volumes and change, by fiscal year

Assessment	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Change (over last year) %
Non-Executive assessments (excluding SLE tests)	90 216	62 064	58 723	19 414	43 047	121.7
Executive assessment (including simulations and reference checks)	1 239	954	727	290	377	30.0

Source: Public Service Commission Test Scoring and Results Reporting System and PSC Assessment Centre Integrated Information System, as of March 31, 2014

2.12 **Assessment accommodation** – The PSC has the policy authority for assessment, which includes the duty to accommodate individuals in order to provide an equal opportunity for all candidates to demonstrate that they meet the qualifications for a position. The choice of assessment methods is delegated to deputy heads. It is their responsibility to provide assessment accommodation to enable individuals to demonstrate their qualifications during a staffing process without being limited or unfairly restricted by a disability or functional limitation. The PSC's policies and guidance are designed to help hiring managers provide accommodation, whether they are using in-house assessment methods or PSC-developed tests.

2.13 The PSC also provides expert information and advice on accommodation and recommends measures for organizational assessment tools. The demand from persons with disabilities or special needs for accommodation measures increased by 22% in 2013-2014 (some 1 666 requests). However, these requests as a proportion of total staffing and hiring activities have remained relatively stable.

Public Service Commission's assessment accommodation – Seminars and Webinars

To support departments and agencies in the development and implementation of their assessment accommodation, the Public Service Commission (PSC) provided introductory seminars and Webinars to human resources (HR) specialists and managers on assessment accommodation. In 2013-2014, 79 HR specialists and managers from 32 different organizations attended the seminars or Webinars. Participants, particularly in remote areas, took advantage of the recently developed Webinar. Furthermore, the PSC presented awareness sessions on assessment accommodation to the National Staffing Council, the Human Resources Council and the Interdepartmental Network on Employment Equity.

Targeted recruitment

2.14 Although the placement of skilled employees affected by workforce adjustment continues to be a priority, external recruitment is still required in order to achieve renewal of the public service and address the demographic changes underway. The PSC administers a number of programs to support departments and agencies in their renewal efforts and to enable targeted recruitment based on the skills required for the future. These programs also provide economies of scale for departments and agencies undertaking strategic recruitment.

2.15 To this end, the PSC administers three student employment programs — the Federal Student Work Experience Program, the Research Affiliate Program and the Co-operative Education and Internship Program. These programs are designed to provide students with on-the-job assignments where they can develop the skills and knowledge required for entry into the workforce, while meeting the temporary needs of managers.

2.16 Student employment programs contribute to pools of qualified candidates for future public service appointments. Building on the skills and knowledge obtained through their study programs, students bring fresh and innovative ideas, knowledge and skills to the workplace. This supports public service renewal and helps to ensure a reasonable distribution of feeder groups across the public service.

2.17 There were 10 386 student hires in 2013-2014, representing an increase of 8.6% compared to 2012-2013. However, the number and proportion of employees under the age of 35 continued to decline in 2013-2014 despite the increase in appointments of new indeterminate employees from this age group. The PSC will continue to monitor the hiring of students as it is a key mechanism to realize public service renewal objectives.

Table 14: Student employment program activities, by fiscal year

		2011-2012	2012-2013	2013-2014
Federal Student Work Experience Program	Applications[a]	47 343	45 146	38 632
	Hires	8 305	5 835	6 198
Research Affiliate Program	Applications[b]	1 386	1 599	1 083
	Hires[c]	274	318[d]	387
Co-operative Education and Internship Program	Placements	4 520	3 408	3 801

Source: Public Service Resourcing System and Public Service Commission hiring and staffing activities files

[a] The figures under Federal Student Work Experience Program include applications from the current campaign and the campaign from the previous year. A campaign occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year. The application total for 2013-2014 is equal to the total number of applicants found in Table 46a.

[b] These figures exclude cancelled advertisements.

[c] These figures include initial hires and extensions of employment with a break in service, as well as hires occurring prior to an advertisement being cancelled.

[d] Due to a change in the methodology used to estimate the number of hires through the Research Affiliate Program in 2012-2013, figures prior to 2012-2013 are not comparable to subsequent fiscal years' figures.

2.18 The PSC directly supports departments and agencies in their recruitment of post-secondary graduates through two programs: Post-Secondary Recruitment (PSR) and Recruitment of Policy Leaders (RPL). Both programs target qualified university and college graduates for positions in the public service.

2.19 The annual PSR campaign[14] is developed by the PSC in consultation with departments and agencies to ensure that it will meet their recruitment needs. Based on the anticipated increase in recruitment for the upcoming year, departments and agencies posted 11 career choices for the 2013-2014 PSR campaign, more than doubling the number of career choices in 2012-2013.

2.20 In 2013-2014, 112 graduates from a PSR inventory or pool filled a range of indeterminate and specified term positions across the public service. This represents a decrease from the previous year and may be related to the efforts of departments and agencies to place employees affected by workforce adjustment.

Table 15: Post-Secondary Recruitment program highlights, by fiscal year

	2011-2012	2012-2013	2013-2014
Number of applications	36 170	3 015[a]	18 470
Number of unique applicants	21 643	1 974[a]	13 149
Number of tests administered	30 950	939	8 749
Number of applicants hired	836	254	112

Source: Public Service Resourcing System, the Public Service Commission (PSC) Test Scoring and Results Reporting System and PSC hiring and staffing activities files

[a] Unlike other fiscal years, 2012-2013 figures include applications and applicants from organization-specific inventories from the 2012-2013 campaign. The figures exclude applications and applicants from general inventories which were extended from 2011-2012.

2.21 The RPL Initiative, in place since 2005, recruits candidates from a wide variety of disciplines to fill middle- and senior-level policy positions in the Public Service of Canada. The unique and structured multi-stage selection process targets high-achieving professionals and graduates who have the potential to shape the future of Canada's public policy landscape. In 2013-2014, a total of 28 candidates qualified for the RPL Initiative: seven were appointed during the fiscal year, compared to 2012-2013, in which 31 candidates qualified and 11 were appointed.

2.22 In addition to these recruitment programs, departments and agencies can also directly appoint former student participants into the public service to specified term or indeterminate positions for which they were qualified. This mechanism is known as "student bridging". In 2013-2014, the PSC developed a new measure to estimate the proportion of indeterminate appointments made through the student bridging mechanism. This measure provides a more complete picture of the mechanisms for recruitment to indeterminate positions in the public service. Using this new methodology, it was estimated that approximately 12% of indeterminate appointments[15] to the public service were achieved through student bridging.

[14] The PSR campaign does not represent the sole means through which recent graduates enter the public service.

[15] The student bridging rate is based on indeterminate appointments that were matched to the PSC administrative data sources. In 2013-2014, approximately 80% of indeterminate appointments were matched to the PSC administrative data sources.

2.23 After general recruitment,[16] Table 16 shows that student bridging represented the largest component of indeterminate recruitment to the public service, representing 12% of the indeterminate appointments in 2013-2014. The PSR represented 3% of indeterminate appointments.

Table 16: Estimates of percentage of indeterminate appointments under the *Public Service Employment Act* to the public service, by recruitment mechanism for 2013-2014

Recruitment mechanism[a]	% of indeterminate appointments[b]
Post-Secondary Recruitment	3
Recruitment of Policy Leaders	0
Student bridging	12
General recruitment[c]	85

Source: Public Service Commission (PSC) hiring and staffing activities files matched to its administrative data sources

[a] Recruitment mechanisms are exclusive from one another.

[b] Figures are based on the percentage of indeterminate appointments from the PSC hiring and staffing activities files matched to the PSC administrative data sources (approximately 80%).

[c] General recruitment refers to appointments to the public service that were not achieved through recruitment programs or student bridging.

Supporting departments and agencies in managing workforce reductions

Selection for retention or lay-off

2.24 When some but not all positions in a work unit are eliminated, departments and agencies use a process known as Selection of Employees for Retention or Lay-off (SERLO) for selecting, out of a group of employees who perform similar duties, which employees will be retained and which will be declared surplus. SERLO allows managers to retain the skills they will need to meet current and future needs in order to enable them to deliver on their mandates.

2.25 Employees who are selected for lay-off as a result of a SERLO process have recourse to the Public Service Staffing Tribunal (PSST). The PSEA establishes the PSC as a party to each PSST complaint. This allows the PSC to ensure that the interpretation of PSC policies and guidance is correct, and it enables the PSC to understand where clarification or further guidance may be needed. In this capacity, the PSC followed each lay-off complaint submitted to the PSST in 2013-2014 and observed that assessment in SERLO processes is as important as it is in appointments. This observation has been incorporated in the PSC's review of SERLO processes.

[16] General recruitment is defined by appointments to the public service that were not achieved through recruitment programs or student bridging.

2.26 **Review of Selection of Employees for Retention or Lay-off processes** – As indicated in the 2012-2013 Annual Report, the PSC undertook a review of SERLO processes. The objectives of this review were to assess compliance of a sample of SERLO processes with the *Public Service Employment Regulations* (PSER), identify noteworthy practices to help improve the conduct of any SERLO processes held in the future, and provide learning at a government-wide level. The PSC reviewed a sample of 36 SERLO processes conducted between January 1, 2012 and December 31, 2013 in nine departments and agencies which were subject to a PSC audit during fiscal years 2012-2013 and 2013-2014. The following observations represent a snapshot of findings for the nine departments and agencies and the sample of SERLO processes reviewed. Although these findings are illustrative, government-wide generalization is limited.

2.27 The overall results of this review showed that all SERLO processes examined in the sample were compliant with the PSER. Specifically, the PSC found that in the 36 SERLO processes reviewed, affected employees who were assessed and retained met the criteria used to make the selection decision. The decisions for retention or lay-off were documented and affected employees who were assessed in the same SERLO process were advised of the selection decisions. The review showed that the PSC was informed, when applicable, of the names of employees to be laid-off and the proposed date of the lay-off.

Noteworthy practices

During the conduct of the Selection of Employees for Retention or Lay-off (SERLO) review, the Public Service Commission identified noteworthy practices which may have contributed to alleviating stress, reducing uncertainty and increasing transparency in SERLO processes. These practices included the following:

- Departments and agencies engaged in efforts to proactively reduce both the number of SERLO processes and the number of affected employees prior to conducting any SERLO processes by:
  - Soliciting volunteers for lay-off;
  - Filling vacant positions with qualified affected employees; and
  - Identifying affected employees willing to relocate where part of the workload was to be transferred to another region.
- Departments and agencies communicated with managers and employees through a variety of mechanisms (e.g. senior management communiqués, postings on their internal Web sites and information sessions) which contributed to widespread understanding of the impacts and approaches to be taken.
- Departments and agencies undertook a post-SERLO monitoring exercise to ensure compliance and identify any noteworthy practices and opportunities for future improvement. Monitoring makes it possible to identify issues that should be corrected, to manage and minimize risk and to improve staffing performance.

2.28 The PSC will continue to work with stakeholders to leverage lessons learned through consultation, analysis of the Survey of Staffing results and the SERLO Review Program, and will report on the emerging patterns and trends.

Priority entitlements

2.29 Employees whose positions have been identified as surplus are given a priority for appointment for either a limited or an indefinite period of time.[17] They are to be considered by hiring managers for positions that are being staffed and for which they may be qualified. The PSC's policy and support services were expanded to facilitate the placement of as many persons with a priority for appointment as possible, as quickly as possible. The Priority Administration Program can help to meet staffing needs in the public service while retaining valuable knowledge, skills and experience in which departments and agencies have already invested.

2.30 **The PSC's Priority Administration Program** supports the referral and placement of persons with a priority for appointment in the public service, as outlined in the PSEA and the PSER. Under this legal framework, persons who meet specific conditions have a right, for a specified or indeterminate period of time, to be appointed to positions for which they are qualified (see Appendix 6 for a list of priority types). The PSC has a responsibility to ensure that these entitlements are respected and that persons with a priority entitlement are appointed to vacant positions, if qualified.

2.31 **Enhancements to the policy framework on priority appointments** – An enhanced policy framework (the *Priority Appointment Policy*, Priority Administration Directive and a revised resourcing model) came into effect in September 2013. Implemented after extensive consultations with deputy heads, heads of HR, managers and bargaining agents, this framework strengthens accountability and clarifies roles and responsibilities in administering priority entitlements.

2.32 The Priority Information Management System (PIMS) is an electronic system used to manage the referral and placement of persons with a priority entitlement. In 2013-2014, the PSC continued to make improvements to PIMS to facilitate the placement of these persons in departments and agencies. Changes were made to simplify the process of identifying qualified persons with a priority for appointment for potential job opportunities, and to ensure that the order of precedence of priority entitlements is respected when making appointments.

Trends in priority administration

2.33 **Number of persons with a priority entitlement** – As persons with a priority entitlement were appointed to vacancies, their overall population decreased during the fiscal year by 23.1%. This brought the total number of active persons with a priority for appointment at year-end to 2 240[18] (see Appendix 2, Table 48).

2.34 **New registrations** decreased by 29.7%, compared to the previous year (from 3 219 to 2 263). Of these new registrations, almost one third (31.2%), were persons with a surplus priority entitlement. In 2012-2013, these persons represented almost two thirds of new registrations (63.7%).

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[17] Where the deputy head of an organization knows or can predict that indeterminate employment will be available for a surplus employee, the deputy head will provide a Guarantee of a Reasonable Job Offer. When it is not possible to predict employment availability, the employee will be given options, one of which is a time-limited (one-year) surplus priority entitlement to seek alternate employment in the public service.

[18] Of the 2 240 active persons with a priority entitlement, 532 were on a leave of absence, 467 were on leave due to relocation of a spouse and 347 were persons appointed to a lower-level position who held a one-year entitlement to re-appointment at or equivalent to their previous occupational group and level. These three groups represented 60% of all active persons with a priority entitlement.

2.35 The total number of new lay-off entitlements rose from 31 in 2012-2013 to 377 in 2013-2014 — in the majority of cases as a result of persons transitioning to lay-off status at the conclusion of their time-limited surplus entitlements. New reinstatement entitlements (resulting from a person with a priority entitlement accepting a position at a lower level to maintain their continuity of employment) rose from 356 in 2012-2013 to 407 in 2013-2014 (an increase of 14.3%).

2.36 The overall number of persons leaving the priority system increased, from 2 115 in 2012-2013 to 2 988 in 2013-2014, of these:

- 1 235 persons with a priority entitlement were appointed, a 29.2% increase;
- 627 entitlements expired, a 53.3% increase; and
- 230 persons with a priority entitlement retired or resigned, a 69.1% increase.

2.37 Indeterminate appointments require priority clearance from the PSC, meaning that available persons with a priority entitlement in the system must be considered before an appointment is made. Indeterminate hiring to the public service increased by 31.1% in 2013-2014, and indeterminate staffing activities within the public service increased by 4.7%.[19] The number of organizational requests for priority clearance[20] increased to 22 530 from 16 999 in 2012-2013 (a 32.5% increase). Total appointments of persons with a priority entitlement increased by a similar proportion, from 956 in 2012-2013 to 1 235 in 2013-2014 (up by 29.2%). In addition to the 1 235 appointments to positions at or equivalent to their former occupational group and level, there were 407 appointments of persons with priority entitlement to lower levels.[21]

2.38 The majority of priority appointments during the period (672, or 54.4% of the total) were to positions in the Administrative Services (AS), Clerical and Regulatory (CR) as well as the Program Administration (PM) occupational groups — three of the groups most affected by workforce adjustment. Two thirds (67.5%) of appointments (all priority types) were to positions in the home organization of the persons with a priority entitlement.

[19] This number includes promotions, lateral and downward movements (including deployments) and acting appointments of at least four months of employees who were already indeterminate.

[20] Includes requests for term and indeterminate positions.

[21] In previous years the PSC has reported only on those appointments of persons with a priority entitlement which resulted in the person leaving the priority system. For this year, and going forward, the PSC will also be reporting on indeterminate appointments of persons with a priority entitlement to lower level positions which result in another priority entitlement for one year to try and get back to their previous level.

Table 17: Surplus employees — New entitlements compared to appointments, by fiscal year

	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014
New entitlements	422	226	577	2 051	706
Appointments	144	240	317	683	831

Source: Public Service Commission Priority Information Management System

Placement of persons with priority for appointment with a surplus entitlement

2.39 In 2013-2014, a decline in workforce adjustment activities in departments and agencies resulted in a decrease in the number of new surplus entitlements (from 2 051 to 706). In addition, continuing the trend from 2012-2013, the majority of these new surplus entitlements were time-limited to a one-year period (507 of 706, or 71.8%). The number of appointments of persons with a surplus entitlement as a portion of overall priority appointments declined slightly in 2013-2014, from 71.4% to 67.3%.

2.40 As of March 31, 2014, there were 244 employees with a one-year surplus entitlement registered in the system, down from 759 in 2012-2013. While 469 persons with a one-year surplus entitlement were priority appointed during 2013-2014, 377 saw their surplus priority entitlement transition to a lay-off entitlement over the course of the year (see Table 18).

2.41 In this latter situation, an employee who does not receive an indeterminate appointment within one year of their surplus entitlement is laid off from the public service. While no longer a public service employee, the individual receives a one-year lay-off priority entitlement, which takes precedence over most other priority entitlements. This individual also has the right, during that final one year, to apply as a candidate for any staffing process open to employees. Some 35 laid-off persons with a priority entitlement were appointed during 2013-2014. As of March 31, 2014, there were 311 lay-off priority entitlements registered in the system.

Table 18: Conversion of surplus entitlements to lay-off entitlements

April 1, 2013 to March 31, 2014

Priority type	Carry-over[a]	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal[b]	Total outflows	Active at end of period
Surplus (time-limited plus indefinite duration)	1 304	706	2 010	831	124	1	661	1617	393
Lay-off (sec. 41)	27	377	404	35	10	26	22	93	311

Source: Public Service Commission Priority Information Management System

[a] The number of carry-over from March 31, 2013 differs from the number of active cases at March 31, 2013 published in last year's Annual Report due to priority registrations received late in March 2013 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor

[b] Priority type changes are included in "Other Removal."

2.42 To provide additional support to laid-off persons with a priority entitlement, in November 2013, the PSC launched a pilot project providing them access to Publiservice, the Government of Canada Web site that lists internal job advertisements and notifications. Using a self-serve approach, the pilot project provides laid-off persons with a priority entitlement direct access to these job opportunities, enhancing their ability to secure permanent employment within the federal public service. As of March 31, 2014, 55 persons with a lay-off priority entitlement registered for access to Publiservice.

Support for former Canadian Armed Forces and Royal Canadian Mounted Police members

2.43 The number of Canadian Armed Forces (CAF) and Royal Canadian Mounted Police (RCMP) medically released members entering the priority system in 2013-2014 increased, from 68 to 105. This followed three years of steady decline. The number of former members whose entitlements ended without appointment increased slightly: from 95 in 2012-2013 to 108 in 2013-2014.

2.44 From 2008-2009 to 2011-2012, the appointment of CAF and RCMP members who were medically released had the highest rate of successful appointment of all priority groups (72.3%), ranging from 150 to just over 200 appointments annually. This demonstrated a commitment by departments and agencies to place these former members, who have skills needed in the public service.

2.45 However, this changed in 2012-2013 when the overall number of appointments across the public service declined, and the majority of priority appointments were of public servants whose jobs had been declared surplus, and whose entitlement preceded all others under the PSEA (see Appendix 6 for a list of priority types).

2.46 The impact on former members who had been medically released was evident, with only 31 appointments in 2012-2013 of CAF and RCMP members. Similarly, in 2013-2014, there were 43 appointments of CAF members and RCMP members (see Table 19 below).

2.47 The Minister of Veterans Affairs has brought Bill C-27, *An Act to amend the* Public Service Employment Act *(enhancing hiring opportunities for certain serving and former members of the Canadian Forces)*, before Parliament to address this situation. At the time of publishing this report, the Bill is in the legislative process. Should this Bill receive Royal Assent, qualified veterans who are medically released due to a service-related injury or illness would become the top statutory priority with an entitlement period of five years. The regulatory entitlement for medically released former members of the CAF whose release is not attributable to service would also be extended from two years to five years.

2.48 The Bill also contains two other mechanisms to support the hiring of veterans and current members of the CAF with at least three years of military service: a "veterans preference" provision that would facilitate the appointment of qualified veterans to jobs that are open to the Canadian public, and an eligibility provision allowing veterans and current CAF members to participate in all advertised internal hiring processes of the Government of Canada.

2.49 Should Bill C-27 receive Royal Assent, the PSC would work closely with National Defence and Veterans Affairs to ensure that all those affected by these changes are aware of the new entitlements and increased access to opportunities in the public service.

2.50 In addition, enhancements made to the PSC Priority Administration Program over the previous two years, such as those to the policy framework and PIMS, will further support the referral and placement of medically released CAF personnel.

Table 19: Medically released former members of Canadian Armed Forces and Royal Canadian Mounted Police — New entitlements compared to appointments, by fiscal year

	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014
New entitlements	301	249	206	68	105
Appointments	215	154	158	31	43

Source: Public Service Commission Priority Information Management System

Innovation to support staffing

2.51 The PSC, working closely with departments and agencies, continues to modernize its staffing and assessment services. Policies, processes, tools and services are being created or enhanced to promote the effective engagement of job seekers, support HR advisors and managers and ensure the quality of appointments to the public service.

2.52 One assessment innovation is the increased application of universal test design to PSC standardized tests. Universal test design ensures that assessment tools are designed and developed from the outset to make tests accessible to a wide range of individuals. For example, tests written in plain, simple language without unnecessary linguistic complexity benefits all test-takers. Although universal design does not eliminate test accommodation, it can reduce the need.

Universal test design

Public Service Commission (PSC) standardized tests are being developed according to the principles of universal design. New tests developed in this way by assessment experts incorporate promising new research and are piloted with a range of potential test-takers. For example, in 2013-2014, the PSC piloted 800 new second language test questions with over 40 000 test-takers representing the Canadian population. This included question formats designed to reduce the impact of potential barriers related to working memory and visual scanning and detection. By eliminating such barriers, more people can access the standard test without special accommodation. In the coming years, the PSC will examine the impacts of universal test design on the volume of requests for test accommodation.

2.53 **Expansion of e-testing, leveraging infrastructure to support departments and agencies and reduce costs** – E-testing refers to on-line assessments administered under supervised conditions at selected computer facilities in the PSC or in other departments and agencies. The PSC continued to promote e-testing capacity, with over 492 facilities now in place (a 23% increase from 2012-2013), in 88 different departments and agencies, and 1 972 certified public service employees qualified to administer e-tests (a 31% increase from 2012-2013). There has been a steady increase in online testing, which now represents 54% of all PSC tests administered (see Table 20).

Table 20: Paper/pencil and on-line testing usage, by fiscal year

Type of tests	2009-2010 (%)	2010-2011 (%)	2011-2012 (%)	2012-2013 (%)	2013-2014 (%)
Paper/pencil tests	62.0	59.0	55.8	50.0	46.0
On-line tests	38.0	41.0	44.2	50.0	54.0

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2014

2.54 **Innovation in second language evaluation** – The use of the PSC's Second Language Evaluation (SLE) tests is mandatory for appointments to bilingual positions in the federal public service that are subject to the PSEA. The PSC makes ongoing efforts to ensure that the test results accurately reflect language ability and that the test content is protected. In 2013-2014, the PSC implemented mandatory e-testing for SLE, completed the implementation of computer-generated testing, and leveraged its new approach to piloting test content.

2.55 Mandatory e-testing reduces the security risks related to shipping, receiving and storing paper and pencil tests. In addition, e-testing helps to meet the paperless goals of the Government of Canada. E-testing also reduces the time required to score tests and communicate test results to HR personnel and hiring managers, therefore contributing to the overall efficiency of test administration. In 2013-2014, more than 90% of the PSC's SLE tests were administered on-line, reducing the volume of paper and pencil tests shipped by 80% from 2012-2013.

2.56 In 2009, the PSC began development of computer-generated testing (CGT) to increase the security of its second language tests and to reduce the risk of cheating. CGT is the automated production of unique tests (with an equal level of difficulty) from a bank of test questions. CGT enhances test security by reducing the likelihood that any test-taker will receive an identical set of test questions on different occasions. It also increases the continuity of SLE testing services by allowing the PSC to change test content without interrupting the availability of its tests. In 2012-2013, the PSC implemented CGT for its Second Language Test of Written Expression followed, in 2013-2014, by the full implementation of CGT for its Second Language Test of Reading Comprehension.

Piloting new Second Language Evaluation content

In 2013-2014, the Public Service Commission (PSC) piloted new Second Language Evaluation test content by including questions in the official tests in keeping with best practices in other professional testing organizations. This practice is efficient, cost-effective, and produces high calibre test questions in both official languages. By using this approach, the PSC has expanded its bank of test questions, the diversity of individuals trying out the pilot questions, and eliminated the need and related costs (including travel) of holding separate pilot sessions across the country.

2.57 **Unsupervised Internet Tests** (UITs) allow departments and agencies to identify qualified candidates early on in a staffing process and improve the quality of appointments. This faster, more cost-effective method of assessment provides hiring managers with the ability to narrow the applicant field while meeting the expectations of job seekers for more rapid decisions, and supports the shift within departments and agencies to electronic platforms. Successful applicants complete the assessment by taking a similar test in a supervised environment. The PSC offers advice and guidance to departments and agencies, including outlining the appropriate points for the use of UITs within a selection process. In 2013-2014, the PSC's UITs were administered to 21 886 job applicants.

2.58 In addition, the PSC offers unsupervised self-assessment tests for second language writing skills, which are seen only by the applicant. This allows applicants to gauge their proficiency prior to submitting their application for a position. In 2013-2014, the test was used in over 256 staffing processes for bilingual positions, increasing the effectiveness and the efficiency of appointment processes by providing job applicants with a greater understanding of the position's language requirements. Results of this self-assessment are not considered in the appointment process, but provide useful information to candidates about their likelihood of meeting the official language requirements of the position. A candidate must still be assessed through a supervised second language assessment prior to being appointed to a bilingual imperative position.

The Public Service Entrance Exam

In 2010-2011, the Public Service Commission (PSC) began investing in a multi-year innovation project to develop a multi-dimensional Public Service Entrance Exam (PSEE). In 2013-2014, the PSC launched another unsupervised internet test to assess judgment in a work setting for officer-level positions. This completes the suite of unsupervised tests which make up the PSEE. The test was used by the Post-Secondary Recruitment Program (PSR) and is now available to hiring managers throughout the federal public service. PSR invited 12 429 job applicants to take the PSEE unsupervised tests in which 48% (5 941) were successful and were invited to a supervised testing session. This type of testing approach enables job applicants to take the test at a location of their choosing, eliminating the need to travel and providing more flexibility during the assessment process. For managers, it identifies potentially good quality candidates early in a process, increases the speed of assessment and helps them meet their obligations with respect to National Area of Selection.

2.59 In 2013-2014, the PSC continued to host standardized e-tests from other departments and agencies on its On-line Testing Facility (OLTF), including the Canadian Armed Forces Aptitude Test, the Canadian Armed Forces Trait Self Descriptive Personality Inventory and the RCMP's Police Aptitude Battery which are used for general recruitment and placement. Table 21 shows that the volume of departmental tests administered using OLTF more than quadrupled in 2013-2014, eliminating the need for departments and agencies to duplicate the testing infrastructure and reducing printing and inventory control costs associated with traditional paper-and-pencil testing.

Table 21: Departmental tests administered using the On-line Testing Facility platform

OLTF Platform	2011-2012	2012-2013	2013-2014
Departmental tests	1 239	3 990	17 808

Source: Public Service Commission Online Testing Facility System

2.60 **Improvements to the Public Service Resourcing System** – The Public Service Resourcing System is the recruitment system accessed through the federal government's *jobs.gc.ca* Web site. Designed to process large volumes of applications and facilitate timely pre-screening of applicant qualifications, the system continues to be regularly updated to ensure that all Canadians can apply to job opportunities open to the public. In 2013-2014, improvements focussed on unsupervised testing, access to internal jobs for persons with a lay-off priority entitlement, and system usability.

2.61 In terms of usability, the PSC analyzed information from surveys, user testing and client feedback to gain a better understanding of the user experience. Based on the results, the PSC will focus its enhancements on improving the effectiveness of its staffing systems and increasing the ease by which users navigate through the system, find vital information and perform key tasks.

CHAPTER 3

A non-partisan public service

Highlights

- The Public Service Commission (PSC) enhanced its communications and outreach activities to further increase employees' awareness of their legal rights and responsibilities related to political activities.
  - During the one-year pilot that ended March 31, 2014, the revised Political Activities Self-Assessment Tool was used 2 300 times. Input from the anonymous user feedback questionnaires throughout the pilot identified modifications that have been implemented.
  - The PSC developed a short animated video to explain the candidacy process by which employees request and obtain permission from the PSC prior to seeking nomination or being a candidate in an election.
- In 2013-2014, employee awareness of their legal rights and responsibilities regarding political activities continued to increase. Of employees who responded to the 2013 Survey of Staffing, 75% indicated being aware of their legal rights and responsibilities, up from 69% in 2011 and 73% in 2012.
- In 2013-2014, a total of 155 new candidacy requests for permission were submitted by public servants to the PSC. This is the highest number received in a fiscal year. All decisions rendered by the Commission respected the 30-day requirement prescribed in the *Political Activities Regulations*.

3.1 The Preamble to the *Public Service Employment Act* (PSEA) recognizes that Canada will continue to benefit from a non-partisan public service to which access is merit based and where these attributes are independently safeguarded.

3.2 Under the PSEA, the Public Service Commission (PSC) has specific responsibilities in this respect. First and foremost, the PSC is responsible for ensuring that appointments[22] under the PSEA are free from political influence.

3.3 The political activities provisions set out in Part 7 of the PSEA recognize the right of an employee to engage in any political activity, so long as it does not impair, or is not perceived as impairing, the employee's ability to perform their duties in a politically impartial manner.

3.4 The PSC administers the provisions of the PSEA that relate to the political activities of employees and deputy heads. Specifically, the PSC plays three roles. First, it provides guidance to employees regarding their legal rights and responsibilities related to political activities. Second, it renders decisions regarding permission to seek nomination and be a candidate in federal, provincial, territorial and municipal elections, as well as a leave of absence without pay (LWOP), if applicable. Third, the PSC has exclusive authority to conduct investigations into allegations that employees or deputy heads have engaged in improper political activity. If the investigation establishes that there was improper political activity, the Commission may take any corrective action that it considers appropriate.[23]

3.5 Upholding the non-partisan nature of the public service is the responsibility of all employees, whatever their level and duties. In particular, deputy heads play a leadership role in safeguarding non-partisanship as they oversee the conduct of their employees. The PSC, in collaboration with other stakeholders, plays a key role in ensuring that the public service remains non-partisan.

3.6 In its 2012-2013 Annual Report, the PSC committed to continuing to look for innovative ways to enhance communication and outreach activities throughout the year to increase employees' understanding of their legal rights and responsibilities related to political activities. This chapter describes how the PSC worked to achieve this goal in 2013-2014.

Non-partisanship in staffing

3.7 A non-partisan public service is one in which appointments are based on merit and are free from political influence, and where employees perform their duties, and are seen to perform their duties, in a politically impartial manner.

3.8 **Political influence in staffing** – Under the PSEA, the PSC has exclusive authority to investigate any allegations of political influence in staffing. Information on PSC investigations in any given year may be found in Chapter 4 of this report.

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[22] This excludes Governor in Council appointments, which are made by the Governor General on the advice of the Queen's Privy Council for Canada (i.e. the Cabinet), as well as appointments in the six organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees.

[23] If an allegation of improper political activity against a deputy head is substantiated, the Commission shall report its conclusion to the Governor in Council, who may dismiss the deputy head. This does not apply to deputy heads whose removal from office is expressly provided by an Act of Parliament.

3.9 **Mobility provision for former ministerial staff** – Ministerial staff are hired by ministers pursuant to section 128 of the PSEA. Prior to 2006, the PSEA provided certain ministerial staff with a priority entitlement for appointment. When the *Federal Accountability Act* received Royal Assent on December 12, 2006, it amended the PSEA by repealing the section related to this entitlement and adding section 35.2. This section allows that, after working as ministerial staff for three years, and once they have ceased in that capacity, such individuals can apply for up to one year to advertised internal appointment processes open to employees of the federal public service. After their eligibility period, they continue to have access to external job postings. The PSC confirms whether former ministerial staff meet the necessary criteria for mobility and provides those who do with electronic access to internal job postings throughout their eligibility period.

3.10 **Mobility provision for persons formerly employed in certain excluded positions at the Office of the Governor General's Secretary** – On September 23, 2010, in line with changes introduced in the *Federal Accountability Act*, the entitlement for priority appointment for persons at the Office of the Governor General's Secretary (OGGS) was repealed and replaced with a mobility provision. The provision is included in section 4.1 of *Office of the Governor General's Secretary Employment Regulations*.

3.11 The provision allows eligible persons at the OGGS, hired after September 23, 2010, who have been employed for at least three consecutive years in certain excluded positions, to participate in internal advertised appointment processes open to employees of the public service for a period of one year after they cease to be employed at the OGGS.

3.12 Similar to the approach for former ministerial staff, the PSC confirms whether the former OGGS employees meet the criteria for this mobility provision and provides those who do with electronic access to internal job postings throughout their eligibility period.

3.13 The appointment of former ministerial staff and OGGS individuals into public service positions, like all appointments to the public service, must respect merit.

3.14 Since 2006, the PSC has received a total of 39 requests to confirm eligibility for mobility for former ministerial staff and OGGS individuals, of which 28 were confirmed. In 2013-2014, the PSC received 11 requests. Of these, nine were confirmed, and two did not meet the eligibility requirement.

Political activities by employees

3.15 **Overview of political activities** – The PSC is responsible for administering the political activities provisions of the PSEA. It provides advice and guidance to employees, departments and agencies about political activities and reviews requests for permission to run as a candidate in an election. The PSEA prohibits the PSC from delegating its authority for political activities to deputy heads and limits the political activity of deputy heads to voting.

3.16 The political activities provisions of the PSEA applied to 231 759 employees as of March 31, 2014. These provisions include deputy heads and employees in all departments and agencies to which the PSC has the authority to make appointments (187 093 employees[24]). They also apply to six other organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees (including students only if the organization considers that they are employees), namely the Canada Revenue Agency, the Parks Canada Agency, the Canadian Institutes of Health Research, the Financial Transactions and Reports Analysis Centre of Canada, the National Film Board of Canada and the Public Service Staffing Tribunal (44 666 employees[25]).

3.17 **Political candidacy** – For federal, provincial and territorial elections (section 114 of the PSEA), an employee must request and obtain permission from the PSC prior to seeking nomination as a candidate before or during the election period and being a candidate before the election period. Additionally, they must request, and be granted, a LWOP to be a candidate during the election period. For municipal elections (section 115 of the PSEA), an employee must request and obtain permission from the PSC prior to seeking nomination as a candidate, or being a candidate, before or during the election period.

3.18 The PSC requires sufficient information and time to consider each candidacy request on its own merit, taking into consideration factors such as the nature of the election, the nature of the employee's duties within the organizational context and the level and visibility of the employee's position.

3.19 The PSC will only grant permission if it is satisfied that seeking nomination as a candidate, or being a candidate, will not impair or be perceived to impair the employee's ability to perform their duties in a politically impartial manner.

3.20 An employee ceases to be an employee of the public service on the day on which they are elected in a federal, provincial or territorial election.

3.21 **Review of requests** – In 2013-2014, a total of 155 new candidacy requests for permission were submitted by public servants to the PSC. This is the highest number of requests ever received in a fiscal year. All decisions rendered by the Commission in 2013-2014 respected the 30-day requirement in the *Political Activities Regulations*. Table 22 provides an overview of the nature and status of the requests.

3.22 **Municipal elections** – In 2013-2014, fixed-date municipal elections were held in three provinces (Alberta, Quebec and Newfoundland and Labrador) and in two territories (Nunavut and the Northwest Territories). However, the PSC also received requests for municipal elections and by-elections in four additional provinces (Nova Scotia, Manitoba, British Columbia and Ontario).

3.23 **Municipal requests** – In 2013-2014, municipal requests represented the majority of new candidacy requests received by the PSC (125 out of 155, or 81%). A total of 105 requests (68%) were made by employees who had not previously requested permission. The majority of requests were for the Quebec municipal elections held on November 3, 2013 (73 out of 125, or 58%).

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[24] Includes students, but does not include casual workers, as the latter are not subject to the political activities provisions of the PSEA.

[25] Idem

3.24 The PSC may grant permission to seek nomination as a candidate, or to be a candidate, at the municipal level on the condition that employees be on a LWOP before or during the election period or, if elected, either be on a LWOP for the duration of the mandate or cease to be an employee. The full-time commitment of elected municipal office was seen to raise the activity level, profile and visibility of employees, no matter their level, such that permission is conditional on LWOP for the elected mandate. Permission could also be conditional on operational arrangements, such as not dealing with constituent files or with suppliers or contractors in the municipality

3.25 **Provincial and territorial elections** – In 2013-2014, elections were held in two provinces (Nova Scotia and British Columbia) and in one territory (Nunavut). No requests were received for British Columbia. Of the total of 18 requests received, one was received for Nunavut, two requests were received for Nova Scotia, six were received for the upcoming election in New Brunswick and two for elections in Ontario. The remaining seven requests were received for the Quebec provincial election held on April 7, 2014.

3.26 **Federal elections** – In 2013-2014, the PSC received 12 requests for candidacy at the federal level.

Table 22: Status of requests (April 1, 2013 to March 31, 2014)

Level of election	Carried forward from 2012-2013 Decisions rendered in 2013-2014	New candidacy requests received in 2013-2014					
		Permission granted	Permission previously granted still applies	Permission not granted	Requests withdrawn prior to PSC review	Requests pending PSC review	Total 2013-2014 new candidacy requests
Federal	0	10[a]	0	0	0	2	12
Provincial	0	16[b]	0	0	0	1	17
Territorial	0	1	0	0	0	0	1
Municipal	4 (granted)	112[c]	4[d]	0	5	4	125
Total	**4**	**139**	**4**	**0**	**5**	**7**	**155**

Source: Public Service Commission Internal Tracking System

[a] Three requests related to a leave of absence without pay (LWOP) for campaigning activities prior to the election period.

[b] One request was for a change of electoral district and five other requests related to LWOP for campaigning activities prior to the election period.

[c] Eleven requests related to full-time elected municipal office. If elected, permission was conditional on the employees being on full-time LWOP.

[d] Four requests related to an analysis of a change of the employees' public service duties.

Non-candidacy political activities

3.27 The political activities provisions set out in Part 7 of the PSEA recognize the right of an employee to engage in any political activity, so long as it does not impair, or is not perceived as impairing, the employee's ability to perform their duties in a politically impartial manner.[26] Employees do not need permission from the PSC to undertake non-candidacy political activities such as "carrying on any activity in support of, within or in opposition to a political party" and "carrying on any activity in support of or in opposition to a candidate before or during an election period." However, employees are responsible for examining their specific circumstances to assess and make an informed decision about whether engaging in a given non-candidacy political activity would impair, or could be perceived as impairing, their ability to perform their duties in a politically impartial manner.

3.28 The PSC has a number of tools available, including a Political Activities Self-Assessment Tool (PA Tool) and a guidance document to help employees assess their own participation in non-candidacy political activities. In addition, employees may wish to discuss their specific circumstances with their manager, their department or agency Designated Political Activities Representative or the PSC. As the PSC's main points of contact in departments and agencies, the designated representative is provided with guidance and tools so that employees can be kept informed of their legal rights and responsibilities related to political activities.

3.29 **Status of the Political Activities Self-Assessment Tool** – During the one-year pilot that ended on March 31, 2014, the revised PA Tool was used 2 300 times.

3.30 Input from anonymous user feedback questionnaires throughout the pilot and a mid-year report were shared with stakeholders, including bargaining agents. Following this review, modifications to the tool, such as having the ability to assess more than one political activity per session and providing more social media guidance, were identified and implemented.

Awareness and outreach

3.31 **Level of awareness** – For the fifth year, the Survey of Staffing collected data on questions related to political activities, including employee participation in non-candidacy political activities and their degree of awareness of, and extent to which their organization keeps them informed of, their legal rights and responsibilities regarding political activities.

3.32 The Survey of Staffing is sent to employees of departments and agencies that conduct their staffing in accordance with the PSEA and that had at least 350 employees on the last day of the reference period. The reference period for the 2013 Survey was from October 1, 2012, to December 31, 2013. The six organizations whose enabling legislation provides that the political activities provisions of the PSEA apply to their employees do not fall within the scope of the Survey of Staffing.

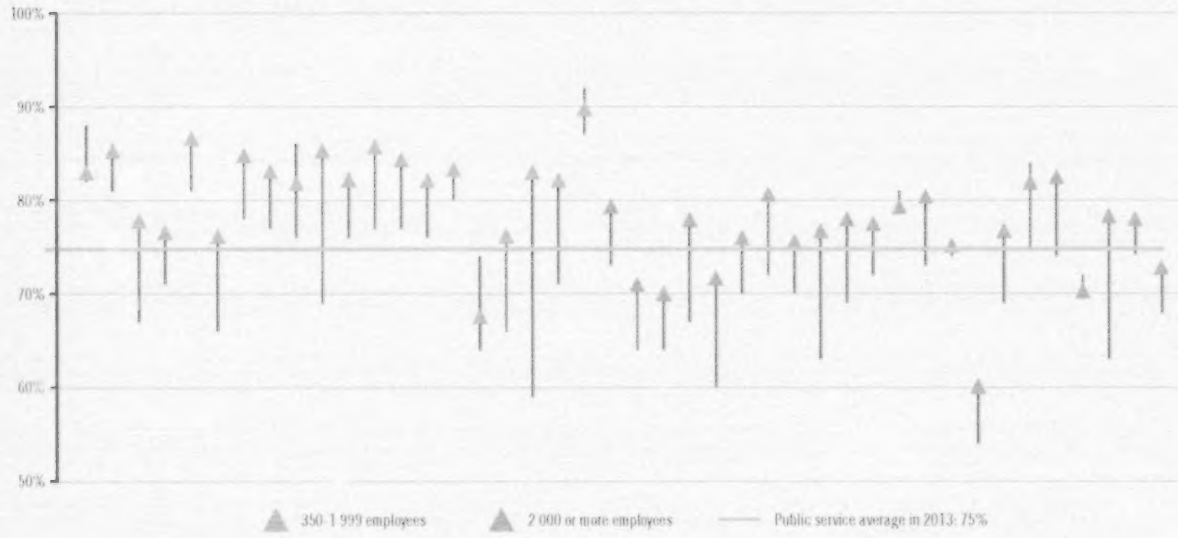
3.33 The 2013 Survey indicated that, during the reference period, 4% of employees who responded to the Survey of Staffing engaged in at least one form of political activity other than voting or seeking candidacy, such as fundraising for a political party or distributing campaign information for a candidate. This proportion decreased from 7% in both 2011 and 2012.

[26] The PSEA limits the political activity of deputy heads to voting.

3.34 Over the years, employee awareness has continued to increase. This remains the case in the 2013 Survey of Staffing. A total of 75% of employees who responded indicated being aware of their legal rights and responsibilities, up from 69% in 2011 and 73% in 2012. In the 2013 Survey of Staffing, 76% of departments and agencies also demonstrated an increase in the proportion of their employees who were aware of their legal rights and responsibilities compared to the previous year.

3.35 In 2013-2014, the PSC introduced a new and innovative reporting tool, as illustrated in Figure 11. This tool illustrates the change in employees' reported levels of awareness of their legal rights and responsibilities regarding political activities for all PSEA departments and agencies surveyed as stipulated in paragraph 3.32 above. The triangle represents the 2013 Survey of Staffing results, and the length of the line represents the change during the past three survey reference years. This tool was provided to deputy heads as part of their feedback on their Departmental Staffing Accountability Report (DSAR) this year. Deputy heads received their department or agency specific results to allow a comparison to like-sized organizations and for adjustments, as required, to their awareness activities for employees.

Figure 11: Employees' level of awareness of their legal rights and responsibilities with regards to political activities from 2011 to 2013



Source: Survey of Staffing — 2011, 2012 and 2013

Note: The triangle represents the departments and agencies' 2013 results, and the length of the line represents the change during the past three reference years. A triangle below the top of the line illustrates a decrease in level of awareness in 2013, compared to 2011 or 2012.

Awareness of legal rights and responsibilities regarding political activities

Eighty-one percent of departments and agencies surveyed were over the 2013 public service-wide average. In the 2013 Survey of Staffing, the **Canadian Radio-television and Telecommunications Commission** and the **Canadian Grain Commission** showed the greatest increase in their employees' level of awareness, with 12 and 10 percentage point increases, respectively.

3.36 The 2013 Survey of Staffing asked respondents to identify whether they were a manager or supervisor. Of those who responded that they were a manager or supervisor, 85% indicated being aware of their legal rights and responsibilities with respect to political activities, an increase from 78% in 2011 and 82% in 2012. As well, 68% of these managers or supervisors indicated that they felt comfortable answering questions and providing guidance to their employees regarding their engagement in political activities.

3.37 The 2013 Survey of Staffing data indicates that 67% of employees were informed by their respective departments and agencies about their legal rights and responsibilities with respect to political activities. This percentage has increased since 2011 (66%) and 2012 (65%). Employees were also asked to indicate all of the people or resources that they consulted concerning their legal rights and responsibilities regarding political activities. On-line and printed materials provided by the PSC continued to be the resources most frequently consulted by employees. This information will allow the PSC to continue focusing on outreach initiatives in 2014-2015.

3.38 **Outreach activities –** In its 2012-2013 Annual Report, the PSC highlighted the importance of continuing to look for innovative ways to enhance communication and outreach activities throughout 2013-2014.

3.39 As part of its communication and outreach activities, the PSC developed a short animated video explaining the candidacy process for employees to request and obtain permission from the PSC prior to seeking nomination or being a candidate in an election. The video is designed to provide a quick overview of the candidacy process in an entertaining manner and create interest for viewers to seek further information.

3.40 The PSC revised the Political Activities Quiz in 2013-2014. The quiz has been completed a total of 4 816 times since its launch in the fall of 2012.

3.41 In 2013-2014, the PSC also revised the Political Activities Brochure. The brochure is available to all departments and agencies and is used in orientation and information sessions, as well as included in new employee information packages.

3.42 The PSC continued to provide deputy heads and heads of human resources with information for distribution to employees regarding political activities, including information on upcoming elections. The PSC also continued to liaise with provincial and municipal election authorities and associations to provide information about federal public service employees' legal rights and responsibilities related to political activities, for use in their publications and on their Web sites.

3.43 In 2013-2014, all departments and agencies subject to the PSEA had to report, for the first time, on the non-partisanship/political activities indicator of the DSAR. The assessment of this indicator enabled the PSC to obtain information on ongoing initiatives related to raising employees' awareness regarding political activities. Details on the DSAR can be found in Chapter 4.

3.44 From these initiatives, the PSC compiled a list of best practices related to raising awareness and shared them with its community of Designated Political Activities Representatives during a learning event held on September 25, 2013.

Learning Event on Political Activities: Best Practices for Raising Employee Awareness

During the learning event for organizational Designated Political Activities Representatives held on September 25, 2013, four out of the eight organizations which were recognized for best practices during the assessment of the non-partisanship/political activities indicator presented their practices for raising employee awareness. These practices included: creating a generic political activities e-mail account; developing their own political activities guidelines and brochure; creating toolkits for managers which incorporated political activities case studies; and ensuring managers inform their staff about political activities during performance evaluation meetings.

3.45 In 2013-2014 the PSC also shared the 2012 Survey of Staffing results related to their employees' awareness of their legal rights and responsibilities with respect to political activities with departments and agencies and offered assistance to those with lower averages of awareness.

3.46 The PSC committed to continue working in partnership with the Canada School of Public Service (CSPS) to identify additional courses in their curriculum where political activities-related information could be added or enhanced. In 2013-2014, new political activities content was added to the Authority Delegation Training courses and the Authority Delegation On-line Assessment, which are required training for managers and Executives. Political activities learning material is included in 11 courses at the CSPS. Political activities information was also published in an issue of the CSPS Facilitator's Blog.

3.47 Survey of Staffing findings demonstrate an increase in the level of awareness related to political activities. The PSC will continue to build on tools and outreach with departments and agencies to ensure employees are aware of their legal rights and responsibilities.

Investigations into political activities of employees

3.48 **Authority** – Under the PSEA, the Commission has exclusive authority to conduct investigations into allegations that an employee has failed to comply with any of subsections 113(1), 114(1) to (3) and 115(1) of the PSEA, that is, that they engaged in improper political activity.

Table 23: Public Service Commission investigations into allegations of improper political activities

Number of active cases carried over from previous years	2
Number of requests received in 2013-2014	7
Total number of active cases in 2013-2014	9
Number of cases completed in 2013-2014	5
Number of cases discontinued after referral to investigation	0
Number of investigations unfounded	0
Number of investigations founded	3
Number of cases closed at intake[a]	2
Number of active cases remaining as of March 31, 2014	4

Source: Public Service Commission Investigations Management Information System

[a] Cases closed for reasons that include unreasonable grounds (1) and no jurisdiction (1).

3.49 Three investigations into allegations of improper political activity were completed in 2013-2014. In all cases, the allegations were founded.

3.50 **Corrective actions following founded investigations** – Following an investigation under section 118 of the PSEA, when employees fail to comply with any of subsections 113(1), 114(1) to (3) and 115(1), the Commission may take any corrective action that it considers appropriate. Corrective actions are determined on a case-by-case basis.

3.51 Since the coming into force of the PSEA in 2005, the Commission has ordered a range of corrective actions, including, but not limited to, the following: recovery of pay; requirement to attend training; requirement to obtain the Commission's approval prior to returning from LWOP; or requirement to be placed on a LWOP.

3.52 Table 24 indicates the corrective actions ordered by the Commission over the past three years:

Table 24: Corrective actions ordered for founded cases of improper political activity, by fiscal year[a]

Corrective Action	2011-2012	2012-2013	2013-2014	Total
Letter sent to deputy head and placed on employee file for two years	2	2	2	**6**
Values and ethics training	2	1	0	**3**
Recovery of pay	0	1	0	**1**
3-year permission clause[b]	0	0	1	**1**
Investigation report and Record of Decision sent to deputy head	0	0	1	**1**

Source: Public Service Commission Investigations Management Information System

[a] The number of corrective actions may not necessarily match with the number of founded investigations as multiple corrective actions can be ordered for a single file or a file may not require corrective actions.

[b] The requirement to obtain the Commission's written approval before accepting any position or work within the federal public service for a specific period.

Blueprint 2020

3.53 In June 2013, the Clerk of the Privy Council launched Blueprint 2020 which sets out the vision for a high-performing public service that embraces innovation, transformation and continuous renewal, as well as an engagement process for determining how to realize this vision. In May 2014, the Clerk released Destination 2020, which focuses on the action plan and implementation phase to modernize the public service. Destination 2020 reinforced that there are certain fundamental attributes of the public service that must remain unchanged, one being that "the public service is professional, non-partisan and works in the public interest." The Commission encourages public servants to continue this important dialogue on how to best maintain the non-partisan nature of the public service.

Bill C-520: *An Act supporting non-partisan agents of Parliament*

3.54 The PSC's mandate is to ensure that appointments to and within Canada's federal public service are based on merit and are free from political influence and that the public service is professional and non-partisan. In this context, the PSC has a keen interest in Private Member's Bill C-520, *An Act supporting non-partisan agents of Parliament*, which was introduced in the House of Commons on June 3, 2013. To contribute constructively to Parliament's study of Bill C-520, the PSC submitted a statement outlining its concerns to the Standing Committee on Access to Information, Privacy and Ethics studying the Bill, a copy of which was posted on the PSC's Web site.

3.55 At the time of publishing this report, the PSC remains concerned about the possible effect on the merit-based appointment system of the Bill's requirement for every applicant for a position in the office of an agent of Parliament to, as soon as possible in the selection process, provide a written declaration stating whether or not, at any time in the 10 years before applying for the position, they occupied a politically partisan position. The fact that the PSC does not ask for information on political affiliation as part of the appointment process is, the Commission believes, essential in ensuring confidence, on the part of the public and applicants, in the impartiality and fairness of the merit-based appointment system. As a resource for both Parliament and the Government of Canada on matters related to safeguarding the merit principle and the non-partisan nature of the public service, the PSC will continue to engage as the proposed legislation proceeds through the parliamentary process.

CHAPTER 4

Oversight: Monitoring, audits and investigations

Highlights

- The Public Service Commission (PSC) has established an oversight framework that provides information on the integrity of the staffing system by systematically examining the different parts of the system.
- Overall, results from PSC oversight activities indicate that most key elements of the staffing framework are in place. Organizational performance in staffing management continued to improve in 2013-2014. Also, most departments and agencies succeeded in demonstrating an acceptable level of performance in the six key areas that were assessed this year.
- However, a number of recurring issues continue to be identified. These include the need to strengthen the monitoring of appointment processes to determine areas for improvement and to detect and correct errors in a timely manner; to improve the effectiveness of controls surrounding the sub-delegation of staffing authority; and to improve how appointment decisions are substantiated.
- Although PSC monitoring results indicate that organizations are monitoring the management of priority entitlements, PSC audits identified some instances where persons with a priority entitlement may not have been considered appropriately.
- As the staffing system and capacity within delegated departments and agencies mature to meet requirements under the *Public Service Employment Act*, the PSC continues to refine how it undertakes oversight.
- The PSC redesigned its Appointment Delegation and Accountability Instrument (ADAI) and introduced a single, generic ADAI applicable to all delegated deputy heads. The PSC's goal is to improve the communication and understanding of the terms and conditions of delegation, and its support to organizations.
- The PSC also implemented a new streamlined Staffing Management Accountability Framework in 2013-2014 that is intended to be more useful as an internal management tool for deputy heads.
- As reported in 2012-2013, the PSC conducted an external panel review of its investigations function. The report and its 22 recommendations were received in November 2013.

4.1 The Preamble to the *Public Service Employment Act* (PSEA) emphasizes the importance of both delegation and accountability in successfully implementing a flexible staffing environment. The Public Service Commission (PSC) is ultimately accountable to Parliament for the overall integrity of the staffing system and holds deputy heads accountable for how delegated authorities are exercised in their organizations. As a result, both deputy heads and the PSC are responsible for the overall success of the staffing system.

4.2 The PSC has established an oversight framework that provides information on the integrity of the staffing system by systematically examining the different parts of that system. In addition to its regulatory authority and policy-setting function, this framework is comprised of three important oversight mechanisms: monitoring, audits and investigations.

4.3 One of the PSC's oversight mechanisms is the Staffing Management Accountability Framework (SMAF), which sets out the PSC's expectations for a well-managed appointment system in a delegated organization in keeping with the PSEA, and provides a framework for monitoring staffing performance at the organizational level. Through the Departmental Staffing Accountability Report (DSAR), which is provided by deputy heads, the PSC assesses organizational performance against the SMAF and provides annual feedback to deputy heads. The results of the PSC's monitoring, as well as monitoring conducted by organizations themselves, are important sources of information to help deputy heads and the PSC identify areas where action is required to improve staffing management and performance. Further actions may include assistance from a PSC advisor, PSC audits or investigations.

4.4 The PSC conducts audits to inform deputy heads and Parliament of whether, and how, appointments made across the federal public service respect merit. Audit results contribute to deputy heads' understanding of the staffing risks, controls and governance within their respective organizations. Where appropriate, recommendations are included in the audits to help organizations address issues and make improvements to their staffing practices. Audits also help the PSC meet its mandate to report on, and support, the integrity of the staffing system. Through a systematic approach, the audits further provide the PSC with information on staffing trends and issues, while contributing to system-wide learning and performance. Audits may also result in the identification of issues in appointment processes that warrant a PSC or organizational investigation.

4.5 Investigations comprise the third mechanism of PSC oversight. To protect merit and safeguard the integrity of appointment processes, the PSC conducts investigations into processes that may have included instances of error, omission, improper conduct, fraud or political influence. The PSC also conducts investigations into allegations of improper political activity by public servants in order to maintain political impartiality in the public service. In cases where PSC investigations are founded, the Commission may take any corrective action that it considers appropriate, which may include revoking an appointment or dismissing an employee, in cases of improper political activity.

4.6 Collectively, the integrated results of these three oversight mechanisms (monitoring, audits and investigations) allow the PSC to report to Parliament on the overall integrity of the staffing system, as well as provide feedback to deputy heads and promote learning about staffing practices to strengthen staffing performance. The PSC also uses these integrated oversight results to refine its policy framework and related guidance and to support delegated departments and agencies.

4.7 As the staffing system and capacity within delegated departments and agencies mature, the PSC continues to refine the way in which it undertakes oversight. In consultation with various internal and external stakeholders, the PSC has redesigned and streamlined the SMAF to make it a more effective and useful management tool for deputy heads and for the PSC, while reducing reporting requirements for organizations so they can focus their efforts on improving their staffing systems. The PSC is also undertaking consultations and exploring options regarding its approach to the conduct of audits of departments and agencies. Finally, the PSC is taking action in response to the report submitted by the external panel that conducted a review of its investigations function.

Monitoring

4.8 In 2013-2014, the PSC implemented a new SMAF that closely aligns with the core expectations outlined in the Appointment Delegation and Accountability Instrument (ADAI) and the PSC Appointment Framework. The new SMAF focuses on areas of ongoing risk identified by the PSC's SMAF assessments, audits and investigations conducted in previous years.

4.9 The new SMAF supports a more risk-based approach that allows deputy heads and their senior management teams to take into account their organizational context, resource capacity and tolerance for operational and staffing risks. As part of this new approach, the PSC intends to have an ongoing relationship with organizations, with the aim of meeting with them regularly to provide guidance and share noteworthy practices to improve organizational staffing practices and the staffing system overall.

4.10 The new SMAF is designed to reduce reporting requirements and provide greater flexibility to organizations. It has one strategic outcome, one desired outcome, five elements and 12 indicators, making it simpler and more focused than the previous SMAF, which had 29 indicators and 60 measures. In addition, the new SMAF has been designed to support an approach where organizational reports would be shorter, more concise and of increased use to both deputy heads and the PSC.

4.11 In 2013-2014, the PSC asked deputy heads to report on their organization's performance in six of the twelve areas that are important and/or that present a risk to the overall integrity of the staffing system at this point in time.

These six key areas are:

- Staffing decisions;
- Management of priority entitlements;
- Official languages;
- Investigations into staffing;
- Political activities; and
- Ongoing improvement.

4.12 The PSC relies on two distinct sources of information for its assessments of the staffing performance of departments and agencies.[27] Deputy heads submit a self-assessment in the form of a Departmental Staffing Accountability Report (DSAR), in which they report on their organization's performance and provide supporting documentation. In addition, the PSC reviews the information at its disposal, such as data on the time it takes to register and to assess persons with a priority entitlement, and incorporates the results of PSC audits and investigations into its assessment.

Table 25: Overall Staffing Management Accountability Framework Results for 2013-2014

Staffing Management Accountability Framework (SMAF) indicators	% of organizations with "Met" Overall public service
Monitoring	
• Staffing decisions	90.9 %
• Priority entitlements	95.5 %
• Official languages qualifications in staffing	91.2 %
• Investigations into staffing	100 %
Ongoing improvement	
Ongoing improvement	96.7 %
Political activities	
Raising employees' awareness of legal rights and responsibilities regarding political activities	100 %

Staffing decisions

4.13 As outlined in the ADAI and the PSC Appointment Framework, departments and agencies are expected to have control mechanisms in place to monitor the appropriate exercise of delegated and sub-delegated appointment authorities. They must also ensure that staffing decisions comply with the legislation and with the PSC's Appointment Framework and the organization's own appointment policies on an ongoing basis and report the results to senior management.

4.14 This monitoring enables deputy heads and organizations to assess staffing management and performance related to appointments and appointment processes. Monitoring makes it possible to detect and correct issues as they arise, rather than relying solely on complaints, investigations or audits to identify issues. It also makes it possible to manage risk and to improve staffing performance.

4.15 All departments and agencies assessed had an acceptable level of performance, with a few exceptions. Many of the recommendations for improvement related to monitoring the quality and compliance of appointment decisions.

[27] In 2013-2014, 80 departments and agencies exercised appointment authorities delegated to them by the Public Service Commission.

Management of priority entitlements

4.16 In recognition of the increased number of persons with a priority for appointment in the public service as a result of workforce adjustment in Spending Review 2012, the PSC increased its expectations of departments and agencies for the effective management of priority entitlements. Organizations were expected to monitor the effectiveness of their approach to ensuring that priority clearance was obtained before initiating any other appointment process.

4.17 In addition, departments and agencies were expected to monitor the overall management of priority entitlements in a number of areas:

- The organization's own priority population, specifically:
  - The time to register and/or update entitlement changes for persons with a priority entitlement in the Priority Information Management System (PIMS); and
  - The number of their own persons with a priority entitlement that they have appointed, those that have resigned, that remain in the system, as well as those with entitlements that are about to expire.
- All persons with a priority entitlement, specifically with regard to:
  - The time to assess persons with a priority entitlement following referral;
  - The number of appointments of persons with a priority entitlement relative to all of the organization's indeterminate appointments; and
  - The number of and reasons for clearance requests cancelled following the receipt of PSC referrals.

4.18 Almost all organizations (95.5%) succeeded in meeting the PSC's increased expectations for effective management of priority entitlements. However, some organizations faced challenges in ensuring they had an effective approach to considering persons with a priority entitlement before choosing other options to fill vacant positions. The PSC will continue to provide support to these organizations in their efforts to meet this expectation.

Official languages

4.19 The PSC expects departments and agencies to resolve all outstanding cases of non-imperative appointments where the person does not meet the level of official language proficiency required for the position within the time periods prescribed by regulations. The number of cases that do not meet the requirements continues to decline: there were six such cases in three organizations as of March 31, 2014, a decrease from the 55 cases reported in 2009-2010 and from 320 such cases in 2005-2006. In 2013-2014, organizations were also expected to monitor the use of the Second Language Evaluation confirmation period as necessary. Departments and agencies have addressed 245 (or 95%) of 257 cases, the remainder have been delayed due to long-term leaves of absence, or the employees were being deployed to a position for which they meet the language requirements. Additional information on official languages is provided in Chapter 1.

Investigations into staffing

4.20 The PSC expects departments and agencies to implement corrective actions as ordered in Records of Decision for founded PSC investigations, and to manage in-house investigations and associated results. All departments and agencies assessed had an acceptable level of performance. Additional information on investigations into staffing is provided later in this chapter.

Political activities

4.21 The PSC expects departments and agencies to review the results from the Political Activities section of the Survey of Staffing and to take action to raise employees' awareness of their legal rights and responsibilities as public servants with regard to political activities. All organizations assessed had an acceptable level of performance. Further information on political activities can be found in Chapter 3.

Ongoing improvement

4.22 Departments and agencies are expected to improve their staffing management and performance by acting on the results of their internal monitoring, audits and investigations. As well, every year, the PSC provides each deputy head with an assessment of their department or agency's performance and feedback on areas of strength and opportunities for improvement. As a result of PSC audits, departments and agencies may also receive recommendations for the improvement of the framework, systems and practices that they have in place to manage their appointment activities and comply with the legislation and regulations, the PSC Appointment Framework and their own organizational appointment policies.

4.23 Departments and agencies are expected to address areas of concern that were identified by the PSC in previous years and to demonstrate improvement. The PSC supports these organizations by providing advice and guidance that is tailored to their needs and by sharing the noteworthy practices and approaches of other organizations.

4.24 The percentage of departments and agencies with an acceptable level of performance with respect to either having no recommendations or having implemented the PSC's recommendations was 97% in 2013-2014, compared to 80% in 2012-2013, 89% in 2011-2012, 74% in 2010-2011 and 51% in 2009-2010.

4.25 In 2012-2013, a total of 17 departments and agencies assessed received feedback from the PSC with recommendations or suggestions for improvement, including a number of organizations where the PSC conducted an audit. Many of the recommendations were related to the management of priority entitlements and the monitoring of, and planning for, staffing. In 2013-2014, 16 of these 17 organizations demonstrated that action had been taken and progress made in response to all of the PSC's recommendations.

4.26 The areas where continued improvement is required relate to the planning for staffing and assessing the actual results of their staffing strategies.

4.27 In line with the intent of the new SMAF and the maturation of the staffing system, the PSC will offer ongoing assistance to organizations to enable them to continue to improve their staffing management and performance regardless of whether areas for improvement were identified by the PSC or the organization.

Special mention:

All departments and agencies audited by the PSC receive assistance in the development of action plans to address the recommendations of the audits. Through its monitoring activities, the PSC follows up and provides assistance on the implementation of the action plans.

Following the 2008 audit of the **Royal Canadian Mounted Police** and the 2010 audit of the **Parole Board of Canada**, the PSC assigned a special advisor to assist both organizations to implement audit recommendations and improve their overall staffing system. The positive findings of the 2014 follow-up audits for both organizations found that they have sustained progress in improving their appointment system and practices.

Audits

4.28 Audits provide information to departments, agencies and Parliament on the integrity of the staffing system. PSC audits are an important part of the feedback loop that underpins deputy heads' understanding of staffing risks, controls and governance within their organizations.

4.29 A total of 50 organizational audits have been completed over the past six years on organizations under the PSEA. To ensure a balanced view of staffing in the federal public service, throughout the audit cycle, a mix of departments and agencies — selected based on size and identified risks — are audited each year.

4.30 The Audit Plan for 2014, published in the PSC's 2012-2013 Annual Report, identified a total of five organizational audits, three follow-up audits as well as a possible government-wide audit of eight small and micro-organizations. In 2013-2014, the PSC completed four organizational audits and three follow-up audits and began consulting and reviewing how to adapt the PSC audit methodology to the size and level of risk associated with small and micro-organizations. Information on the Audit Plan for 2014-2015 and 2015-2016 can be found in Appendix 4.

4.31 The organizational audits conducted in 2013-2014 are published as part of the PSC Annual Report. The PSC audit reports for 2013-2014 include the following organizations: Statistics Canada, Veterans Affairs Canada, Employment and Social Development Canada, and Public Safety Canada. In addition, the PSC conducted three follow-up audits including the Parole Board of Canada, the Office of the Commissioner of Official Languages, and the Royal Canadian Mounted Police.

Audit observations

4.32 The objectives of each of the audits are to determine whether the organization has an appropriate framework, practices and systems in place to manage its appointment activities, and to determine if appointments and appointment processes in the organization comply with the PSEA, any other applicable statutory instruments, including the *Public Service Employment Regulations*, the PSC's Appointment Framework, including the ADAI, and related organizational appointment policies.

4.33 Similar to the findings in previous years, the 2013-2014 audits found that most of the key elements of the appointment framework were in place. However, a number of recurring issues continue to be identified in current audits, as outlined in the following section.

Observations on appointment frameworks

4.34 **Sub-delegation of authority** – The 2013-2014 audits found that all the organizations audited had established sub-delegation instruments and had identified the conditions that hiring managers had to meet to exercise the sub-delegated appointment authority. However, weaknesses were identified among three of the four organizations audited regarding the controls surrounding sub-delegation, such as maintaining an updated list of hiring managers and ensuring that they met the conditions of sub-delegation such as mandatory training.

4.35 Effective controls help provide assurance to departments and agencies that conditions surrounding sub-delegation are respected. A clear and well-managed sub-delegation instrument and process are important for organizations to ensure that hiring managers meet the conditions of sub-delegation as established by the deputy head, that they are adequately trained and that they fully understand their sub-delegated authorities. The PSC will continue to work with departments and agencies to help them strengthen the controls put in place to ensure that conditions of sub-delegation of appointment authorities are respected.

4.36 **Planning for staffing** – The 2013-2014 audits found that two of the four organizations audited had established staffing plans and related strategies and that these plans and strategies had been communicated to employees. The other two organizations audited had undertaken significant structural re-organization, therefore the PSC did not audit their staffing plans.

4.37 Planning for staffing is essential, as it can increase the efficiency of staffing and improve the transparency of staffing practices for employees. The PSC will continue to work actively with organizations to strengthen their staffing plans and related strategies which are expected to set out measurable expected results or performance indicators and be communicated to employees.

4.38 **Monitoring of appointment decisions** – The 2013-2014 audits found that organizations had identified monitoring and control mechanisms to review appointment decisions. However, similar to previous years, the audits continue to find issues with the implementation of this monitoring. The monitoring activities were not always effective in identifying whether there was sufficient information to substantiate that the appointment was based on merit (e.g. evidence that educational or language requirements were met), whether the person signing the letter of offer was authorized to do so, and whether the appointment decision complied with the PSEA and PSC and organizational policies.

4.39 In all of the organizations audited, the PSC found that staffing checklists had been created to support monitoring. While a checklist may be useful in helping to ensure that important appointment-related information is available when required, the audits found that, in two organizations, these checklists were not always effective in ensuring the existence of, or the quality of, the information available to support the appointment decisions. The audits found that information was missing for some of the appointments audited, such as proof of education, the material used to assess the merit criteria and second language evaluation results. The use of a tool such as a checklist may support but often cannot be a substitute for active monitoring — through file reviews, internal audits or other means — to assess whether appointments were made on the basis of merit and to detect and correct errors and other issues in a timely manner.

4.40 Monitoring is a key business process that helps departments and agencies ensure that appointment decisions are compliant, detect and correct issues in a timely manner and support continuous improvement of staffing performance. The PSC has committed to developing additional guidance and providing assistance to departments and agencies to ensure that appropriate controls are implemented for the review of appointments, while taking into consideration the size of the organization.

Observations on appointments

4.41 **Merit** – The PSC and deputy heads expect hiring managers to be able and ready to articulate the basis on which they make appointment decisions. Merit was respected in the majority of appointments audited this year. However, as with previous years, the audits identified a number of appointments for which merit could not be demonstrated. The term "merit not demonstrated" is used where there is insufficient evidence to determine whether some, or all, of the merit criteria used to make the appointment have been met.

4.42 To support PSC and organizational learning, this year the PSC has analyzed instances where merit was not demonstrated in the appointments it has audited over the past two years. The analysis found that in a number of the appointments examined, merit could not be demonstrated because the organization was unable to provide sufficient information to demonstrate that the established merit criteria were met (e.g. proof of education), or the tools used to assess the merit criteria did not evaluate all of the criteria or were not correctly applied by the hiring managers.

4.43 The results of the assessment of the merit criteria must be documented and available to substantiate the decision that the person to be appointed meets merit and the reasons for the appointment decision. To assist departments and agencies in documenting their appointment decisions, the PSC is reviewing its policies, guidance, staffing file templates and other tools, and is engaging with human resources (HR) advisors and hiring managers in different ways.

4.44 **Consideration of priority entitlements** – The PSEA and the *Public Service Employment Regulations* provide an entitlement for certain persons who meet specific conditions to be appointed in priority to others, if qualified. As part of this year's audits, the PSC continued to verify whether these entitlements and the PSC's policy expectations were respected. It should be noted, however, that the scope of these audits largely preceded the implementation of measures by the PSC over the past year to strengthen the system and policies for priority entitlement and the Priority Administration Program.

4.45 Specifically, the audits verified whether organizations obtained a priority clearance number prior to making an appointment; whether the same criteria, such as essential qualifications and tenure that were used in the request for priority clearance were also used to make the appointment; and that persons with a priority entitlement who were referred were assessed by the hiring manager.

4.46 Consistent with the fact that the monitoring of the management of priority entitlements has improved, as outlined earlier in this chapter, the audits revealed that, in most appointments audited, organizations respected the requirements of the Priority Administration Program. However, in all four organizations where the PSC examined appointments this year, the PSC found situations where persons with a priority entitlement may not have received proper consideration. For example, hiring managers using a statement of merit criteria to consider persons with a priority entitlement that was different from the one used to make the actual appointment decision.

4.47 Across these four organizations, the PSC estimates that situations where persons with a priority entitlement may not have received proper consideration applied to 18% of appointments[28] for which a priority clearance was required. As a result, the PSC has included a recommendation to those deputy heads to whom concerns were identified in the audit of their organization.

4.48 The PSC is examining these appointments to determine if there are recurring issues which should be clarified for hiring managers and HR advisors and if further program changes are required to ensure that persons with a priority entitlement receive proper consideration.

4.49 The PSC will also continue to monitor actively to ensure that priority entitlements are respected and that persons with a priority entitlement are appointed to vacant positions for which they are found qualified. The new SMAF also encourages organizational monitoring of higher-risk areas in priority entitlements, and taking timely corrective action.

Follow-up audit observations

4.50 The objective of PSC follow-up audits is to determine if the organizations had adequately responded to the recommendations made as part of a previously undertaken PSC audit. This year, the PSC conducted follow-up audits of three organizations: the Royal Canadian Mounted Police, the Parole Board of Canada, and the Office of the Commissioner of Official Languages. These organizations had been previously audited by the PSC in 2008, 2010 and 2011 respectively.

4.51 We found in all three cases that the organizations had adequately responded to the PSC's recommendations. Moreover, during the conduct of these follow-up audits, we found that these organizations were committed and engaged in improving their staffing management framework, including the monitoring of staffing activities.

4.52 Following these positive findings, the PSC was able to remove the remaining additional terms and conditions to the delegation of the Office of the Commissioner of Official Languages that were still in place.

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[28] Combining data from multiple audits requires adjusting for the fact that organizations vary greatly in the number of appointments they perform each year. These adjusted performance measures are weighted to reflect the overall performance across all organizations combined. Each year's findings represent only the organizations audited that year, therefore, direct year-over-year comparisons cannot be made.

Noteworthy practice

During the audit of the **Office of the Commissioner of Official Languages**, the following noteworthy practice was observed:

The **Office of the Commissioner of Official Languages** developed an innovative electronic template for written rationales in non-advertised appointment processes. This template assists hiring managers in demonstrating which of the organization's criteria for a non-advertised process are being used and how the choice of this type of process meets the organization's criteria and is consistent with the expectations set out in the *Public Service Employment Act*. The tool helps to ensure that organizational and Public Service Commission expectations and requirements for the use of non-advertised appointments are consistently applied, and that the time necessary to undertake this type of process is optimized.

4.53 **Additional terms and conditions on delegation** – Depending on the conclusions drawn from an audit, the PSC may provide an organization with recommendations for improving its staffing practices and ensuring compliance with legislative, regulatory and policy requirements. Further, depending on the issues raised, the PSC may take additional action, including working collaboratively with the organization to address the issues or imposing additional terms and conditions on the delegation to these organizations.

4.54 The deputy heads of the departments and agencies audited this year have provided the PSC with an action plan in response to the audit recommendations. The PSC will monitor, through its regular monitoring activities, actions taken in follow-up to the audit recommendations, as applicable.

4.55 The PSC can also support departments and agencies by providing assistance and ongoing support in the implementation of their action plans. In 2013-2014, the PSC provided this type of assistance to nine organizations. The PSC assisted these organizations with building capacity, developing clear and comprehensive action plans further to an audit, addressing recurrent issues raised in the organizations' annual staffing reports, as well as developing, refining and implementing a staffing monitoring program, tools and other control mechanisms.

Investigations

4.56 As a component of oversight, the investigations function plays an important role in the PSC's accountability to Parliament by helping to safeguard the integrity of appointments and oversee the political impartiality of the federal public service.

4.57 To enhance the understanding of organizations regarding their obligations to individuals in the course of an investigation, the PSC delivered two workshops to all departments and agencies on how procedural fairness is applied in the context of an investigation.

Procedural fairness in investigations

In February 2014, the Public Service Commission (PSC) delivered two workshops to departments and agencies on procedural fairness in PSC investigations. Over 40 participants from 28 departments and agencies attended this session which was designed to enhance the understanding of departments and agencies regarding their obligations to individuals during an investigation.

The workshops looked at the legislative context for investigations as well as the definition of procedural fairness (a rule of natural justice that applies to any administrative body that renders a decision). Procedural fairness addresses the rights of individuals, such as their right to be heard or their right to be represented during an investigation. Responsibility for procedural fairness in the context of internal investigations conducted by departments under the *Public Service Employment Act* was explored in depth. Participants at the workshops had an opportunity to analyze a fictitious case study and to discuss actual situations within their own departments.

4.58 **Authority of the Commission** – Part 5 of the PSEA provides the Commission with the power to conduct investigations into appointment processes. This includes:

- Section 66: Merit and errors, omission or improper conduct in external appointment processes;
- Subsections 67(1) and (2): Errors, omission or improper conduct in internal appointment processes at the request of a deputy head, or for non-delegated appointments;
- Section 68: Suspicion of political influence in any appointment process; and
- Section 69: Suspicion of fraud in any appointment process.

4.59 **Volume of investigations** – As indicated in Table 26, the PSC's Investigations Branch received 275 new requests to investigate appointment processes in 2013-2014. This is higher than the previous year and reflects a return to higher levels of staffing activity following Spending Review 2012.

Table 26: Public Service Commission investigations into appointment processes[a]

	Section 66 External appointments	Subsection 67(2) Internal appointments – delegation	Section 68 Political influence	Section 69 Fraud	Other sections or subsections of the PSEA[b]	Total
Number of active cases carried over from previous years	44	13	1	19	4	**81**
Number of requests received in 2013-2014	177	8	1	79	10	**275**
Total number of active cases in 2013-2014	221	21	2	98	14	**356**
Number of cases completed in 2013-2014	170	15	2	38	13	**238**
Number of cases closed at intake[c]	154	6	2	18	13	**193**
Number of cases discontinued	1	0	0	1	0	**2**
Number of cases resolved through Early Intervention[d]	0	N/A	N/A	N/A	N/A	**0**
Number of investigations unfounded	8	5	0	10	0	**23**
Number of investigations founded	7	4	0	9	0	**20**
Number of active cases remaining as of March 31, 2014	51	6	0	60	1	**118**

Source: Public Service Commission Investigations Management Information System

[a] It is possible for files to be opened under one section of the *Public Service Employment Act* (PSEA) but later be investigated under another.

[b] These other sections include section 17, subsections 67(1) and 15(3), internal appointments and cases that do not clearly fall into a specific category (other).

[c] Cases closed for reasons that include no mandate, no possibility of corrective action or other policy or regulatory considerations.

[d] Early Intervention is not offered other than for cases under section 66 of the PSEA.

Investigations under specific authorities

4.60 **Section 66: External appointment processes (merit, error, omission or improper conduct) –** The largest percentage of investigation files received were related to whether merit was met or whether errors, omission or improper conduct occurred in an external appointment process.

4.61 A total of seven files resulted in founded investigations under section 66 in 2013-2014. Corrective actions ranged from training to revocation of an appointment. Revocation was ordered in two instances. Other forms of corrective action ordered included reassessment of a candidate, suspension of sub-delegated appointment authorities and training in staffing, values and ethics.

4.62 **Subsection 67(2): Investigations on behalf of an organization –** Under this section of the PSEA, the PSC continues to offer its experience and expertise to departments and agencies by offering to conduct investigations on their behalf where the issues fall under the sub-delegated authority of the deputy head and where it is their responsibility to investigate before taking any necessary corrective action. In this fiscal year, nine investigations were completed by the PSC on behalf of organizations; in four cases, the allegations were founded. Investigation reports and recommended corrective actions were provided to deputy heads for further action.

Case summary 1 (conducted under section 67(2) of the *Public Service Employment Act*)

Improper conduct: Favoritism, inappropriate re-assessment

Errors: Each essential qualification was not assessed, reference checks were not considered, priority clearance was not updated accordingly

An anonymous source provided information to the PSC indicating problems in an internal appointment process. The resulting investigation was undertaken at the request of the organization under subsection 67(2) of the *Public Service Employment Act* (PSEA). The purpose of the investigation was to determine whether the selection of this candidate for an indeterminate position was affected by an error, omission or improper conduct.

Specifically, it was alleged that the education requirement and one of the experience qualifications in the statement of merit criteria were changed to favour the candidate. Furthermore, the staffing file for this process revealed that the candidate did not initially satisfy the screening criteria, but the candidate was subsequently screened into the process upon reconsideration. Lastly, while the candidate was reinstated into the process following a reassessment of the written exam, the circumstances surrounding the reassessment were unclear. In addition, other concerns surfaced during the investigation in terms of how the request for priority clearance was handled, how the interviews for the process were conducted, and how the references were used.

The evidence gathered showed that there was improper conduct on the part of the hiring manager and the Executive Resourcing Consultant (ERC). The hiring manager's behaviour was determined to be improper because they decided to lower the education requirement for the position in consideration of the candidate's background, to screen the candidate into the process without verifying that the candidate met one of the experience criteria, and to re-assess the candidate's exam and change the candidate's score to that of a passing grade without a substantiated reason to do so. The ERC's conduct was determined to be improper because the ERC failed to fulfill their obligation to ensure that the appointed candidate met all of the essential qualifications, and to challenge the basis for reinstating the candidate's candidacy after the candidate initially failed the exam.

Errors were found to have been committed by another board member who determined that the candidate had passed the exam upon reassessment, despite the fact that the answers reviewed did not contain all of the previously identified requisite elements.

In addition, it was determined that the ERC erred in failing to establish that reference verifications were used in assessing candidates, and in failing to update the priority clearance request further to a change in the experience criterion in the statement of merit criteria. The hiring manager and the ERC both erred while conducting interviews in this process by failing to establish that each essential qualification was assessed individually and was met.

It was established that these actions and errors affected the selection and appointment of the candidate and accordingly, the PSC recommended a series of corrective actions to the organization, including:

- The revocation of the candidate's appointment;
- Values and ethics training and staffing training for the hiring manager;
- Suspension of the hiring manager's sub-delegated appointment and appointment related authorities for a period of three years; and
- Staffing training for the board member who erred.

No corrective action was recommended in relation to the ERC as that person has retired from the public service.

4.63 **Section 68: Political influence** – This section of the PSEA provides the Commission with the authority to investigate allegations of political influence in appointment processes. These investigations are an important tool to help ensure that political impartiality is respected in the system. In 2013-2014, there were no investigations into allegations of political influence in appointment processes.

4.64 **Section 69: Fraud** – A total of 19 investigations were completed during this period, of which nine were determined to be founded and 10 were determined to be unfounded.

4.65 As in previous years, the types of fraud files investigated included instances where individuals cheated or copied responses during an assessment process or failed to disclose personal relationships within the context of an appointment process. In addition, candidates who provided false educational or professional credentials, falsified or altered documentation such as language test results, continued to be of concern.

4.66 In 2013-2014, the number of allegations of fraud remained low (79) in the context of the over 72 000 staffing activities that took place within the federal public service. The Commission has the sole jurisdiction to investigate incidences of fraud in appointment processes. It is the expectation of the Commission that, should departments and agencies have reason to believe that fraud may have occurred in an appointment process, they refer such matters to the PSC Investigations Branch, even in instances where the process did not result in an appointment. This allows the Commission to help ensure the overall integrity of the system.

Case summary 2 (conducted under section 69 of the *Public Service Employment Act*)

Fraud: Cheating while completing an online exam; assistance received from two co-workers

This investigation, conducted pursuant to section 69 of the *Public Service Employment Act*, was to determine if a candidate cheated while completing the on-line exam for an external appointment process, as well as to determine whether two of the candidate's co-workers helped her to cheat.

According to the information received from the department, the candidate completed the on-line exam in an empty cubicle located in the offices of the department. The first page of the exam contained various instructions, including the following: "(...). Please do not discuss the examination with anyone." It is alleged that the candidate sent an e-mail to two co-workers during the exam, asking them for help.

During the investigation, the candidate admitted that she had sent an e-mail to her two co-workers, asking them for help. The evidence further showed that she copied the question in full and asked them to help her answer it.

The first co-worker denied having given the answers to the candidate. He explained that on that morning, he was near the photocopier when he heard the candidate's voice, asking him for help. He stated that he did not know what she was doing in the cubicle when he entered and that he had only helped her by re-reading the question with her. According to him, she answered the question herself. Once back in his office, he saw for the first time the e-mail that was sent earlier by the candidate. The candidate confirmed that this co-worker had not answered her e-mail. She also confirmed that she had called out to him and that is why he entered her cubicle.

The other co-worker acknowledged that he had done some research for the candidate following receipt of her e-mail. This co-worker stated, however, that he was not aware that the candidate was taking part in an appointment process, nor did the candidate believe that she had spoken to him about it.

The evidence demonstrated, on the balance of probabilities, that the candidate committed fraud by cheating on the on-line exam in the appointment process.

However, the evidence demonstrated, on the balance of probabilities, that the two co-workers did not commit fraud.

After the investigation, the Commission ordered that the following corrective actions be taken: the applicant's candidacy be eliminated from the process; for a period of one year, the candidate must obtain the Commission's written approval before accepting any position or work within the federal public service. Should she accept a term, acting or indeterminate appointment without having first obtained the Commission's approval, her appointment will be revoked; for a period of one year, should the candidate obtain work through casual employment or a student program within the federal public service without first notifying the Commission, a letter will be sent to the deputy head, along with the investigation report and the record of decision; and, the candidate must take a course on values and ethics.

Case summary 3 (conducted under section 69 of the *Public Service Employment Act*)

Fraud: False statement about education

This case came to the Public Service Commission's attention following one of its audits of an internal non-advertised appointment process to reclassify an indeterminate position. The audit raised concerns that a public servant in the process lacked proof of education.

The subsequent investigation was conducted under section 69 of the *Public Service Employment Act* to determine whether the public servant committed fraud by indicating in her resumé that she had a high school diploma, which was not the case.

During the investigation, the public servant admitted having indicated in her resumé that she had a high school diploma and having provided the hiring manager with her resumé as part of the appointment process. However, neither the public servant nor the provincial department of education were able to provide proof that the public servant had a high school diploma.

Moreover, during the investigation, the public servant contradicted herself when she gave two conflicting versions of the facts. In one version, she stated that she had graduated from high school, even though she never received her diploma. In another version, she provided a written statement indicating that she had received her high school diploma, but had since lost it. Her credibility was therefore called into question.

According to the evidence, the provincial department of education never issued a high school diploma to the public servant and indicated that she was missing a number of credits to meet the high school graduation requirements.

The evidence demonstrated, on the balance of probabilities, that the candidate committed fraud by indicating in her resumé that she had a high school diploma even though there was no evidence to prove that she did indeed obtain this diploma.

After the investigation, the Commission ordered that the following corrective action be taken: the public servant's appointment must be revoked; for a period of three years, the public servant must obtain written permission from the Commission before accepting any position in the federal public service; and a letter will be sent to the deputy head, along with the investigation report and the record of decision, if the candidate obtains work in the federal public service through casual employment or a student program without first notifying the Commission.

4.67 **Corrective actions following founded investigations –** In cases of founded investigations conducted under the PSEA, the Commission may take any corrective action that it considers appropriate, up to revocation of the appointment. Corrective actions are determined on a case-by-case basis. Some examples of corrective actions taken since the PSEA was introduced include revocations of appointment, reassessment, mandatory training and removal of staffing sub-delegation, as well as the requirement for individuals to request the Commission's permission before accepting any position within the federal public service for a specified period.

4.68 In 2013-2014, corrective actions following founded investigations included the revocation of five appointments. In addition, some individuals were required to seek permission from the PSC prior to accepting any work within the federal public service for periods of one to three years, training was ordered for managers and staff, and candidates were ordered to be removed from a process or re-assessed.

4.69 Table 27 provides a breakdown of corrective actions ordered by the Commission during the last three years:

Table 27: Corrective actions ordered for founded cases related to appointment processes by the PSC, by fiscal year[a]

Corrective Action	2011-2012	2012-2013	2013-2014	Total
Revocation of appointment	8	9	5	**22**
Allow Section 73 appointment[b]	7	1	2	**10**
Candidate removed from process	3	1	1	**5**
Reassessment	4	2	1	**7**
Exam results invalidated	0	1	0	**1**
Appointment Delegation removed for 1 year	1	0	0	**1**
Appointment Delegation removed until training completed	1	0	0	**1**
Cannot exercise any responsibilities regarding any appointment process or staffing for 1 year	2	0	0	**2**
Unable to exercise any responsibilities regarding any appointment process or staffing for 3 years	0	1	0	**1**
Unable to exercise any responsibilities regarding any appointment process or staffing for 5 years	1	1	0	**2**
Deputy head not sub-delegate any appointment related authorities to the individual for 2 years	0	0	1	**1**
Deputy head not sub-delegate any appointment related authorities to the individual for 3 years	0	3	0	**3**
Deputy head not sub-delegate any appointment related authorities to the individual for 5 years	1	1	0	**2**
1-year permission clause[c]	57	6	5	**68**
3-year permission clause[c]	10	15	3	**28**
4-year permission clause[c]	0	1	0	**1**
Staffing training	10	8	4	**22**
Values and ethics training	8	13	5	**26**
Workforce adjustment training	0	2	0	**2**
Investigation report and Record of Decision sent to the Royal Canadian Mounted Police pursuant to s.133 of PSEA	8	4	0	**12**
Investigation report and Record of Decision sent to deputy head	44	3	3	**50**
Cannot use Middle Manager Simulation Exercise 757	0	0	1	**1**

[a] The number of corrective actions may not necessarily match with the number of founded investigations as multiple corrective actions can be ordered for a single file or a file may not require corrective actions.

[b] Section 73 of the *Public Service Employment Act* allows for a person to be re-appointed to another position for which they meet the essential qualifications, following revocation of their appointment pursuant to an investigation conducted under sections 66 to 69.

[c] The requirement to obtain the Commission's written approval before accepting any position or work within the federal public service for a specific period.

4.70 **Disclosure of investigation summaries** – The PSC may use its authority under section 19 of the *Public Service Employment Regulations* and section 14 of the *Political Activities Regulations* to disclose personal information obtained in the course of an investigation, if it determines that the public interest in disclosure outweighs the privacy interests of the individual. Summaries of investigations posted during the reporting period can be found on the PSC Website. In addition, the PSC produces anonymous summaries of selected investigations and posts them periodically throughout the year.

4.71 **Deputy head investigations** – The results of staffing investigations by deputy heads provide insight into the assessment of merit. In 2013-2014, a total of seven organizations completed 74 investigations, which is down from 98 investigations the previous year. The PSC supports organizations' efforts to monitor the conduct of in-house investigations and the implementation of corrective actions further to these investigations. The PSC notes that, since it began tracking these results seven years ago, about 69% of departments and agencies have reported undertaking such investigations on at least one occasion.

Looking to the future

4.72 **Evolution of monitoring approach** – Over the past years, the PSC has noted that for the most part organizations have put key elements in place and their staffing management performance has continued to improve. Given the maturation of the staffing system in the public service, the PSC has and will continue to refine its monitoring approach of organizations' performance to minimize reporting requirements, while ensuring that its feedback to deputy heads helps support organizations in their ongoing improvement. The PSC is moving to a more ongoing, enabling approach in part by building generic tools that can be adapted by organizations to meet their specific needs, and providing increased guidance to organizations to meet expectations for a well-managed staffing system.

4.73 **Evolution of audit approaches** – With the PSC nearing the completion of its seven-year audit cycle of all departments and agencies under the PSEA, last year the PSC began a process of evolving its approach to methodology and the way it conducts audits. In addition, audit findings demonstrate that many departments and agencies have now put in place the appropriate systems and practices to implement the PSEA. The PSC is in the process of developing a more risk-based approach. This adapted approach would continue to support system-wide learning and provide assurance to Parliament on the integrity of the staffing system, as well as ensure useful and timely feedback to departments and agencies.

4.74 Further, as part of this review, the PSC has also committed to reviewing the approach taken to the auditing of small and micro organizations. Over the last year, the PSC has undertaken a number of consultations and discussions both internally and externally to adapt its approach to auditing small and micro-organizations. Given the nature, size and scope of departments and agencies in the federal government, the approach to auditing organizations cannot always be one-size-fits-all. Small and micro organizations often have few employees and undertake very low volumes of appointment activities. Given their size, it can be challenging for such organizations to meet reporting and other oversight requirements. Consultations are on-going with representatives of small and micro-organizations as well as with key stakeholders to determine the most effective approach.

4.75 **PSC investigations –** In April 2013, the Commission convened an external panel to conduct a review of the investigations function of the PSC. The panel's report was submitted to the Commission in November 2013. It contains 22 recommendations and recognizes that PSC investigations are a function that works well. The PSC is taking action in response to the report and is using the recommendations as the basis for its action plan. All recommendations are being examined and where appropriate, solutions are being implemented as they are developed.

APPENDICES

Appendix 1

Staffing Management Accountability Framework

Assessment objectives, scope and methodology

The Staffing Management Accountability Framework (SMAF) assessment has a number of mutually reinforcing objectives. These are as follows:

- Helping organizations to improve human resources processes and outcomes by measuring progress against the objectives in the SMAF and providing detailed feedback and guidance throughout the year;
- In combination with other Public Service Commission (PSC) oversight activities (e.g. audits, and investigations), providing Parliament with an annual global assessment of the health of the public service staffing system; and
- Contributing to assessments conducted by the Treasury Board of Canada Secretariat (the Management Accountability Framework).

In 2013-2014, the PSC performed 72 assessments of the staffing performance of 80 organizations.[29] The PSC's assessment of the performance of the public service staffing system is based on the results from 44 small, medium and large organizations.[30] Assessment results for organizations with less than 100 employees are not presented, as these organizations account for 0.5% of the public service population covered by Appointment Delegation and Accountability Instruments and 0.7% of the staffing activity.

The PSC relies on two distinct sources of information to complete these assessments. Deputy heads submit a self-assessment in the format of a Departmental Staffing Assessment Report in which they report on their organization's performance and provide supporting documentation as evidence of progress that has been made in addressing specific areas identified by the PSC. In addition, the PSC generates and analyzes the information at its disposal, such as data on time to register and time to assess persons with a priority entitlement referred to vacant positions, and incorporates the results of PSC audits and investigations into its assessment of performance.

[29] In 2013-2014, 80 departments and agencies exercised appointment authorities delegated to them by the Public Service Commission. Eight organizations were not assessed as they were under PSC audit, thus bringing the total number of departments and agencies assessed to 72.

[30] Of these 44 organizations, 17 were classified as "large" (over 2 000 employees) and represented 71% of the PSEA population. Of the remaining organizations, 13 were classified as "medium" (500 to 1 999 employees) and 14 as "small" (100 to 499 employees).

Staffing Management Accountability Framework

Strategic outcome	A non-partisan public service and a merit-based staffing system that reflects *Public Service Employment Act* values and expectations and supports business needs		
Desired outcome	Deputy heads and organizations have a staffing management framework in place that ensures the effective sub-delegation of staffing authority, active monitoring of staffing decisions and potential staffing risks and that action is taken to continuously improve staffing management and performance		
Elements	Staffing governance and infrastructure	Planning for staffing	Monitoring
Indicators	**1. Sub-delegation of staffing authority** • A sub-delegation instrument that documents terms and conditions exists and is accessible to all employees • Practices are in place to ensure that all sub-delegated managers are identified to human resources (HR) staff **2. Support to sub-delegated managers** *(two indicators, alternating years)* • Sub-delegated managers have current knowledge and access to the information, tools and a HR advisor in order to exercise sub-delegated authority (2013-2014) • Staffing advisors have access to continuous learning and development (2014-2015)	**3. Staffing plans and strategies** • The organization has established staffing plans and related strategies that are measurable, approved and communicated to employees • Staffing plans and related strategies are reviewed and renewed by the deputy head on an annual basis	**4. Staffing decisions** • The organization actively monitors staffing decisions to ensure they comply with the sub-delegation instrument, statutory requirements and Public Service Commission (PSC) and organizational policies and reports the results to senior management **5. Key staffing risks** • The organization monitors potential staffing risks it has identified and reports the results to senior management • The organization monitors the following appointment processes and reports the results to senior management: - acting appointments over 12 months; - appointments of casual workers to term or indeterminate status through non-advertised processes; and, - appointments to the EX Group through non-advertised processes. • The organization monitors annually the accuracy and completeness of staffing files and reports the results to senior management **6. Achievement of staffing plans and related strategies** • The organization actively monitors and analyzes the results of its staffing plans and related strategies and any variance is reported to senior management **7. Priority entitlements** The organization monitors the respect of priority entitlements • The organization monitors the effectiveness of the approach they have implemented to ensure that priority clearance is obtained before initiating any other appointment process (modified from 2012-2013)

Staffing Management Accountability Framework *(cont'd)*

A non-partisan public service and a merit-based staffing system that reflects *Public Service Employment Act* values and expectations and supports business needs

Deputy heads and organizations have a staffing management framework in place that ensures the effective sub-delegation of staffing authority, active monitoring of staffing decisions and potential staffing risks and that action is taken to continuously improve staffing management and performance

Monitoring *(cont'd)*	Ongoing improvement	Political activities
• The organization monitors (by analyzing and reporting results and corrective measures to senior management) the management of: **The organization's own priority population**, including: - The time to register and/or update entitlement changes for persons with a priority entitlement in the Priority Information Management System and - The number of its persons with a priority entitlement appointed, resigning, remaining in the system, *and with entitlements that are about to expire (new)*. **All** persons with a priority entitlement, including: - The time to assess persons with a priority entitlement following referral; - The number of appointments of persons with a priority entitlement relative to all of the organization's indeterminate appointments; and - The number and reasons of clearance requests cancelled following the receipt of PSC referrals. **8. Official languages qualifications in staffing** • The organization monitors the use of the *Public Service Official Language Exclusion Approval Order* and Regulations, and the use of the Second Language Evaluation confirmation period as necessary **9. Investigations into staffing** • The organization monitors the conduct of in-house investigations and the implementation of corrective actions further to in-house and PSC investigations **10. Results of survey data** • The organization analyzes the results of staffing-related survey data	**11. Ongoing improvement** • The organization improves its staffing management and performance by acting on the results of its internal monitoring, audits and investigations, and PSC audits, investigations and other feedback, and reports results to the deputy head	**12. Raising employee awareness of legal rights and responsibilities regarding political activities** • Employees are aware of their legal rights and responsibilities as public servants regarding political activities

Appendix 2

Information about the statistical tables

More detailed Public Service Commission (PSC) Annual Report data are available at the PSC Web site.

Due to rounding, figures in this Annual Report may not add up to the totals.

Hiring and staffing activities

Hiring activities refers to indeterminate and specified term appointments to the public service, the hiring of casuals as per subsection 50(1) of the *Public Service Employment Act* (PSEA) and the hiring of students under the *Student Employment Programs Participants Exclusion Approval Order*. Indeterminate and specified term appointments to the public service include appointments from the general public, including former casuals, students and employees of government organizations that are not subject to the PSEA.

Staffing activities within the public service include all promotions, lateral and downward movements and acting appointments of indeterminate and specified term employees. Deployments of employees within or between organizations that are subject to the PSEA are counted in lateral and downward movements.

Hiring and staffing activities data are derived from information received from the Treasury Board of Canada Secretariat (TBS) Incumbent File. This file is extracted from the Public Works and Government Services Canada (PWGSC) pay system. The PSC has developed a series of algorithms that are used to produce the PSC's official record of hiring and staffing activities across the federal public service, based on pay records submitted by organizations. Recruitment data for the Recruitment of Policy Leaders Initiative and the Post-secondary Recruitment Program are based on individuals who have applied to these programs through the PSC's Public Service Resourcing System (PSRS) in the last two fiscal years, and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year.

Population

Population data refers to the number of active employees in organizations under the exclusive appointment authority of the PSC (employees of organizations named in the *Financial Administration Act* — Schedule I, most of Schedule IV and some agencies in Schedule V). This differs from numbers reported by TBS that reflect employment in organizations under the *Public Service Staff Relations Act*. In addition, a number of separate agencies are subject to Part 7 of the PSEA, which administers the political activities of public servants. They are excluded from statistics presented in this Annual Report. The population count represents the number of active employees at a specific point in time.

Population data are derived from the TBS Incumbent File. This file is extracted from the PWGSC pay system.

Priority Administration

Priority Administration data refers to information on the number of priority entitlements registered with the PSC, the number of placements of persons with a priority entitlement and the number of removals for other reasons, by priority type.

This information is taken from the PSC's Priority Information Management System (PIMS). PIMS is the PSC's Web-based tool where organizations register their persons wh have priority entitlement and that organizations must search while conducting an appointment process.

Applicant data

Applicant data refers to information on selected characteristics (e.g. geographical area and educational profile) for applicants to externally advertised processes, via the Post-secondary Recruitment Program, the Federal Student Work Experience Program and general external recruitment advertisements of departments and agencies.

This information is captured through the PSRS each time an application is submitted. Applicants may be represented more than once if they have submitted an application for more than one position.

Employment equity

Appointments to the public service

In 2012-2013, the PSC and the Office of the Chief Human Resources Officer worked together to address a long-standing issue of different methodologies used within the public service to report employment equity (EE) information to Parliament. To address this issue, a common methodology was developed which ensures consistent reporting of EE data across the federal public service. This methodology improves the quality and completeness of information on EE designated groups, in addition to improving efficiencies by which departments and agencies obtain and report on EE data. This methodology is consistent with the measure of EE designated group representation in the population used by TBS.

Student hiring

Student EE data for Aboriginal peoples, persons with disabilities and members of visible minorities are based on those who applied and self-declared through the PSRS in the last two fiscal years, and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. Students hired in the Co-operative Education and Internship Program are excluded. Data on women are derived from the TBS Incumbent File.

Table 28: Overall hiring and staffing activities to and within the public service, by type and tenure

April 1, 2013 to March 31, 2014

Tenure	Hiring activity to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate staffing activities	2 594	7.1	8 587	23.6	15 739	43.2	9 524	26.1	**36 444**	**100.0**
Specified term staffing activities	5 801	65.9	655	7.4	1 705	19.4	640	7.3	**8 801**	**100.0**
Sub-total	**8 395**	**18.6**	**9 242**	**20.4**	**17 444**	**38.6**	**10 164**	**22.5**	**45 245**	**100.0**
Casual (as per PSEA ss. 50(1))	16 896	100.0	0	0.0	0	0.0	0	0.0	**16 896**	**100.0**
Student (under *Employment Exclusion Approval Order*)[c]	10 386	100.0	0	0.0	0	0.0	0	0.0	**10 386**	**100.0**
Total	**35 677**	**49.2**	**9 242**	**12.7**	**17 444**	**24.1**	**10 164**	**14.0**	**72 527**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

[c] The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

Table 29: Overall hiring and staffing activities to and within the public service, by tenure and previous employment status

April 1, 2013 to March 31, 2014

Previous employment status[a]	Tenure after hiring and staffing activities								Total	
	Indeterminate		Specified term		Casual		Student[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	32 017	87.9	157	1.8	0	0.0	0	0.0	**32 174**	**44.4**
Specified term	1 833	5.0	2 843	32.3	0	0.0	0	0.0	**4 676**	**6.4**
Casual	323	0.9	1 534	17.4	0	0.0	0	0.0	**1 857**	**2.6**
Other federal agencies	239	0.7	142	1.6	0	0.0	0	0.0	**381**	**0.5**
General public	1 974	5.4	4 044	45.9	16 896	100.0	10 386	100.0	**33 300**	**45.9**
Student[b]	58	0.2	81	0.9	0	0.0	0	0.0	**139**	**0.2**
Total	**36 444**	**100.0**	**8 801**	**100.0**	**16 896**	**100.0**	**10 386**	**100.0**	**72 527**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Casuals and students do not have a previous employment status and are therefore reported under "General public."

[b] The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

Table 30: Staffing activities by type and occupational group

April 1, 2013 to March 31, 2014

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
AB – Indian Oil and Gas Canada	2	0.0	4	0.0	7	0.0	5	0.0	**18**	**0.0**
AC – Actuarial Science	2	0.0	0	0.0	0	0.0	1	0.0	**3**	**0.0**
AI – Air Traffic Control	2	0.0	0	0.0	0	0.0	0	0.0	**2**	**0.0**
AO – Aircraft Operations	21	0.3	19	0.2	22	0.1	12	0.1	**74**	**0.2**
AR – Architecture and Town Planning	6	0.1	8	0.1	4	0.0	6	0.1	**24**	**0.1**
AS – Administrative Services	883	10.5	1 624	17.6	3 090	17.7	2 569	25.3	**8 166**	**18.0**
AU – Auditing	5	0.1	3	0.0	13	0.1	2	0.0	**23**	**0.1**
BI – Biological Sciences	64	0.8	68	0.7	140	0.8	82	0.8	**354**	**0.8**
CH – Chemistry	23	0.3	23	0.2	27	0.2	22	0.2	**95**	**0.2**
CM – Communications	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
CO – Commerce	49	0.6	93	1.0	171	1.0	125	1.2	**438**	**1.0**
CR – Clerical and Regulatory	1 855	22.1	447	4.8	2 789	16.0	424	4.2	**5 515**	**12.2**
CS – Computer Systems Administration	215	2.6	402	4.3	1 048	6.0	457	4.5	**2 122**	**4.7**
CX – Correctional Services	238	2.8	320	3.5	773	4.4	303	3.0	**1 634**	**3.6**
DA – Data Processing	1	0.0	1	0.0	5	0.0	1	0.0	**8**	**0.0**
DD – Drafting and Illustration	2	0.0	0	0.0	4	0.0	2	0.0	**8**	**0.0**
DE – Dentistry	6	0.1	0	0.0	0	0.0	0	0.0	**6**	**0.0**
DS – Defence Scientific Service	8	0.1	54	0.6	22	0.1	0	0.0	**84**	**0.2**
EC – Economics and Social Science Services	483	5.8	922	10.0	1 170	6.7	719	7.1	**3 294**	**7.3**
ED – Education	45	0.5	18	0.2	52	0.3	14	0.1	**129**	**0.3**
EG – Engineering and Scientific Support	424	5.1	301	3.3	240	1.4	136	1.3	**1 101**	**2.4**
EL – Electronics	26	0.3	78	0.8	20	0.1	20	0.2	**144**	**0.3**
EN – Engineering and Land Survey	71	0.8	124	1.3	166	1.0	128	1.3	**489**	**1.1**

Table 30: Staffing activities by type and occupational group *(cont'd)*

April 1, 2013 to March 31, 2014

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
EU – Educational Support	1	0.0	0	0.0	2	0.0	0	0.0	**3**	**0.0**
EX – Executive	58	0.7	438	4.7	570	3.3	483	4.8	**1 549**	**3.4**
FB – Border Services	258	3.1	406	4.4	778	4.5	537	5.3	**1 979**	**4.4**
FI – Financial Administration	102	1.2	348	3.8	562	3.2	299	2.9	**1 311**	**2.9**
FO – Forestry	1	0.0	5	0.1	2	0.0	3	0.0	**11**	**0.0**
FR – Firefighters	18	0.2	16	0.2	20	0.1	10	0.1	**64**	**0.1**
FS – Foreign Services	34	0.4	54	0.6	60	0.3	144	1.4	**292**	**0.6**
GL – General Labour and Trades	302	3.6	200	2.2	216	1.2	102	1.0	**820**	**1.8**
GS – General Services	166	2.0	74	0.8	164	0.9	75	0.7	**479**	**1.1**
GT – General Technical	100	1.2	172	1.9	180	1.0	94	0.9	**546**	**1.2**
HP – Heating, Power and Stationary Plant Operation	22	0.3	38	0.4	16	0.1	14	0.1	**90**	**0.2**
HR – Historical research	4	0.0	7	0.1	3	0.0	2	0.0	**16**	**0.0**
HS – Housekeeping, Dietary/Hospital, Patient and Health Services	73	0.9	7	0.1	14	0.1	0	0.0	**94**	**0.2**
IS – Information Services	109	1.3	145	1.6	274	1.6	289	2.8	**817**	**1.8**
LA – Law	71	0.8	167	1.8	150	0.9	50	0.5	**438**	**1.0**
LC – Law Management	1	0.0	28	0.3	30	0.2	10	0.1	**69**	**0.2**
LI – Lightkeepers	30	0.4	7	0.1	13	0.1	5	0.0	**55**	**0.1**
LP – Law Practitioner	12	0.1	21	0.2	46	0.3	11	0.1	**90**	**0.2**
LS – Library Science	11	0.1	6	0.1	17	0.1	13	0.1	**47**	**0.1**
MA – Mathematics	8	0.1	17	0.2	10	0.1	0	0.0	**35**	**0.1**
MD – Medicine	16	0.2	5	0.1	6	0.0	3	0.0	**30**	**0.1**
MT – Meteorology	27	0.3	69	0.7	23	0.1	16	0.2	**135**	**0.3**
NB – National Energy Board	46	0.5	65	0.7	43	0.2	28	0.3	**182**	**0.4**
ND – Nutrition and Dietetics	5	0.1	0	0.0	2	0.0	1	0.0	**8**	**0.0**
NU – Nursing	190	2.3	148	1.6	175	1.0	60	0.6	**573**	**1.3**

Table 30: Staffing activities by type and occupational group *(cont'd)*

April 1, 2013 to March 31, 2014

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
OE – Office Equipment	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
OM – Organization and Methods	1	0.0	1	0.0	2	0.0	6	0.1	**10**	**0.0**
OP – Occupational and Physical Therapy	5	0.1	5	0.1	0	0.0	0	0.0	**10**	**0.0**
PC – Physical Sciences	76	0.9	107	1.2	182	1.0	123	1.2	**488**	**1.1**
PE – Personnel Administration	100	1.2	325	3.5	509	2.9	258	2.5	**1 192**	**2.6**
PG – Purchasing and Supply	25	0.3	235	2.5	244	1.4	150	1.5	**654**	**1.4**
PH – Pharmacy	5	0.1	3	0.0	5	0.0	0	0.0	**13**	**0.0**
PI – Primary Products Inspection	5	0.1	12	0.1	8	0.0	0	0.0	**25**	**0.1**
PL – Management Trainee Program	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
PM – Program Administration	1 070	12.7	867	9.4	2 168	12.4	1 605	15.8	**5 710**	**12.6**
PR – Printing Operations	3	0.0	0	0.0	0	0.0	0	0.0	**3**	**0.0**
PS – Psychology	16	0.2	18	0.2	46	0.3	9	0.1	**89**	**0.2**
RE – Regulatory Enforcement Group	102	1.2	71	0.8	70	0.4	25	0.2	**268**	**0.6**
RO – Radio Operations	9	0.1	3	0.0	14	0.1	8	0.1	**34**	**0.1**
SC – Ships' Crew	416	5.0	53	0.6	397	2.3	65	0.6	**931**	**2.1**
SE – Scientific Research	17	0.2	119	1.3	20	0.1	12	0.1	**168**	**0.4**
SG – Scientific Regulation/Patent Examination	27	0.3	42	0.5	59	0.3	75	0.7	**203**	**0.4**
SO – Ships' Officers	104	1.2	67	0.7	73	0.4	186	1.8	**430**	**1.0**
SR – Ships' Repairs	32	0.4	161	1.7	16	0.1	27	0.3	**236**	**0.5**
ST – Secretarial, Stenographic, Typing	4	0.0	5	0.1	13	0.1	6	0.1	**28**	**0.1**
SW – Social Work	15	0.2	32	0.3	9	0.1	2	0.0	**58**	**0.1**
TI – Technical Inspection	52	0.6	55	0.6	79	0.5	20	0.2	**206**	**0.5**

Table 30: Staffing activities by type and occupational group *(cont'd)*

April 1, 2013 to March 31, 2014

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
TR – Translation	6	0.1	6	0.1	51	0.3	21	0.2	**84**	**0.2**
UT – University Teaching	109	1.3	24	0.3	12	0.1	0	0.0	**145**	**0.3**
VM – Veterinary Science	1	0.0	1	0.0	2	0.0	0	0.0	**4**	**0.0**
WP – Welfare Programs	99	1.2	78	0.8	326	1.9	289	2.8	**792**	**1.8**
Total	**8 395**	**100.0**	**9 242**	**100.0**	**17 444**	**100.0**	**10 164**	**100.0**	**45 245**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

Table 31: Staffing activities by type and geographic area

April 1, 2013 to March 31, 2014

Geographic area	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	783	9.3	718	7.8	1 459	8.4	782	7.7	**3 742**	**8.3**
Alberta	662	7.9	558	6.0	781	4.5	487	4.8	**2 488**	**5.5**
Saskatchewan	414	4.9	290	3.1	424	2.4	228	2.2	**1 356**	**3.0**
Manitoba	398	4.7	276	3.0	527	3.0	290	2.9	**1 491**	**3.3**
Ontario (except NCR)	1 157	13.8	887	9.6	1 603	9.2	1 067	10.5	**4 714**	**10.4**
National Capital Region (NCR)	2 798	33.3	4 616	49.9	8 629	49.5	5 033	49.5	**21 076**	**46.6**
Quebec (except NCR)	1 059	12.6	762	8.2	2 095	12.0	1 116	11.0	**5 032**	**11.1**
New Brunswick	413	4.9	438	4.7	599	3.4	333	3.3	**1 783**	**3.9**
Nova Scotia	335	4.0	394	4.3	583	3.3	352	3.5	**1 664**	**3.7**
Prince Edward Island	35	0.4	49	0.5	183	1.0	135	1.3	**402**	**0.9**
Newfoundland and Labrador	236	2.8	98	1.1	282	1.6	144	1.4	**760**	**1.7**
Yukon	22	0.3	22	0.2	35	0.2	9	0.1	**88**	**0.2**
Northwest Territories	54	0.6	64	0.7	64	0.4	27	0.3	**209**	**0.5**
Nunavut	24	0.3	21	0.2	21	0.1	10	0.1	**76**	**0.2**
Outside Canada	5	0.1	49	0.5	159	0.9	151	1.5	**364**	**0.8**
Total	**8 395**	**100.0**	**9 242**	**100.0**	**17 444**	**100.0**	**10 164**	**100.0**	**45 245**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

Table 32: Staffing activities by type and first official language group

April 1, 2013 to March 31, 2014

First official language group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	6 134	73.8	6 419	69.9	11 127	64.1	6 723	66.3	**30 403**	**67.6**
Francophones	2 180	26.2	2 760	30.1	6 236	35.9	3 415	33.7	**14 591**	**32.4**
Total[c]	**8 395**	**100.0**	**9 242**	**100.0**	**17 444**	**100.0**	**10 164**	**100.0**	**45 245**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

[c] Unknown values are not displayed in this table, but their values are included in the totals. The percentages for first official language groups are calculated using the known first official language values as the respective denominators.

Table 33: Staffing activities by type, first official language group and language requirements of position

April 1, 2013 to March 31, 2014

Language requirements of position	Appointments to the public service					Staffing activities within the public service[a]					Total[b]				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	785	41.1	1 127	58.9	**1 933**	7 197	42.2	9 863	57.8	**17 090**	7 982	42.1	10 990	57.9	**19 023**
Bilingual non-imperative															
- Met[c]	7	63.6	4	36.4	**11**	284	69.1	127	30.9	**411**	291	69.0	131	31.0	**422**
- Must meet[d]	2	100.0	0	0.0	**2**	93	91.2	9	8.8	**103**	95	91.3	9	8.7	**105**
- Not required to meet[e]	1	100.0	0	0.0	**1**	46	69.7	20	30.3	**66**	47	70.1	20	29.9	**67**
English essential	4 464	96.8	146	3.2	**4 650**	15 635	96.5	571	3.5	**16 291**	20 099	96.6	717	3.4	**20 941**
French essential	12	2.1	572	97.9	**585**	35	2.3	1 479	97.7	**1 516**	47	2.2	2 051	97.8	**2 101**
English or French essential	809	71.0	331	29.0	**1 159**	952	73.8	338	26.2	**1 297**	1 761	72.5	669	27.5	**2 456**
Total[b]	**6 134**	**73.8**	**2 180**	**26.2**	**8 395**	**24 269**	**66.2**	**12 411**	**33.8**	**36 850**	**30 403**	**67.6**	**14 591**	**32.4**	**45 245**

Source: Public Service Commission hiring and staffing activity files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language component totals (b) are calculated using the known first official language values as the respective denominators.

[c] The person appointed met the language requirements of the position at the time of appointment.

[d] The person appointed must attain, through language training, the language requirements of the position within two years of the date of the appointment, unless this period is extended for one or more additional periods — of not more than two years — in the circumstances prescribed in the *Public Service Official Languages Appointment Regulations*.

[e] The person appointed is exempt from meeting the language requirements of the position for the duration of the appointment on medical grounds or as a result of their eligibility for an immediate annuity, as specified in the *Public Service Official Languages Exclusion Approval Order*.

Table 34: Student hiring activities and appointments to the public service, by recruitment program and geographic area

April 1, 2013 to March 31, 2014

Geographic area	Student hiring activities[a]						Appointments to the public service						Total[c]	
	FSWEP*		RAP*		CO-OP*		PSR*[b]		RPL*		General recruitment[c]			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	282	4.5	9	2.3	386	10.2	0	0.0	0	0.0	783	9.5	**1 460**	**7.8**
Alberta	274	4.4	32	8.3	155	4.1	1	0.9	0	0.0	661	8.0	**1 123**	**6.0**
Saskatchewan	249	4.0	18	4.7	70	1.8	0	0.0	0	0.0	414	5.0	**751**	**4.0**
Manitoba	273	4.4	12	3.1	97	2.6	0	0.0	0	0.0	398	4.8	**780**	**4.2**
Ontario (except NCR)	765	12.3	57	14.7	443	11.7	17	15.2	0	0.0	1 140	13.8	**2 422**	**12.9**
National Capital Region (NCR)	3 058	49.3	133	34.4	2 245	59.1	83	74.1	6	85.7	2 709	32.7	**8 234**	**43.8**
Quebec (except NCR)	828	13.4	63	16.3	202	5.3	1	0.9	1	14.3	1 057	12.8	**2 152**	**11.5**
New Brunswick	164	2.6	22	5.7	30	0.8	10	8.9	0	0.0	403	4.9	**629**	**3.3**
Nova Scotia	139	2.2	5	1.3	98	2.6	0	0.0	0	0.0	335	4.0	**577**	**3.1**
Prince Edward Island	89	1.4	25	6.5	13	0.3	0	0.0	0	0.0	35	0.4	**162**	**0.9**
Newfoundland and Labrador	19	0.3	4	1.0	42	1.1	0	0.0	0	0.0	236	2.9	**301**	**1.6**
Yukon	3	0.0	0	0.0	11	0.3	0	0.0	0	0.0	22	0.3	**36**	**0.2**
Northwest Territories	6	0.1	1	0.3	6	0.2	0	0.0	0	0.0	54	0.7	**67**	**0.4**
Nunavut	5	0.1	6	1.6	3	0.1	0	0.0	0	0.0	24	0.3	**38**	**0.2**
Outside Canada	44	0.7	0	0.0	0	0.0	0	0.0	0	0.0	5	0.1	**49**	**0.3**
Total[c]	**6 198**	**100.0**	**387**	**100.0**	**3 801**	**100.0**	**112**	**100.0**	**7**	**100.0**	**8 276**	**100.0**	**18 781**	**100.0**

Source: Public Service Commission hiring and staffing activities files and Public Service Resourcing System

[a] The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

[b] The figures under Post-Secondary Recruitment Program include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year. They include appointments under the Accelerated Economist Training Program, but exclude appointments of post-secondary graduates made directly by organizations.

[c] Includes appointments made through the student bridging mechanism.

[a] The total 18 781 plus 16 896 casuals equals the overall hiring activity to the public service of 35 677 persons as indicated in Table 28 in Appendix 2.

***Legend**

FSWEP Federal Student Work Experience Program
CO-OP Post-Secondary Co-operative/Internship Program
RPL Recruitment of Policy Leaders Initiative
RAP Research Affiliate Program
PSR Post-Secondary Recruitment Program

Table 35: Staffing activities by type and organization

April 1, 2013 to March 31, 2014

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Aboriginal Affairs and Northern Development Canada[c]	146	15.4	194	20.5	406	42.9	201	21.2	**947**	**100.0**
Agriculture and Agri-Food Canada	261	33.4	183	23.4	167	21.4	170	21.8	**781**	**100.0**
Atlantic Canada Opportunities Agency	9	9.5	18	18.9	31	32.6	37	38.9	**95**	**100.0**
Canada Border Services Agency	375	12.1	608	19.5	1 297	41.7	831	26.7	**3 111**	**100.0**
Canada Industrial Relations Board	2	12.5	5	31.3	7	43.8	2	12.5	**16**	**100.0**
Canada School of Public Service	20	15.6	29	22.7	56	43.8	23	18.0	**128**	**100.0**
Canadian Artists and Producers Professional Relations Tribunal	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**100.0**
Canadian Environmental Assessment Agency	10	13.0	6	7.8	41	53.2	20	26.0	**77**	**100.0**
Canadian Grain Commission	9	10.7	29	34.5	40	47.6	6	7.1	**84**	**100.0**
Canadian Heritage	136	29.1	51	10.9	138	29.5	143	30.6	**468**	**100.0**
Canadian Human Rights Commission	8	13.3	17	28.3	23	38.3	12	20.0	**60**	**100.0**
Canadian Intergovernmental Conference Secretariat	0	0.0	5	62.5	3	37.5	0	0.0	**8**	**100.0**
Canadian International Trade Tribunal	13	40.6	6	18.8	6	18.8	7	21.9	**32**	**100.0**
Canadian Radio-television and Telecommunications Commission	8	8.1	24	24.2	44	44.4	23	23.2	**99**	**100.0**
Canadian Space Agency	5	5.3	19	20.0	47	49.5	24	25.3	**95**	**100.0**
Canadian Transportation Agency	0	0.0	10	38.5	12	46.2	4	15.4	**26**	**100.0**
Citizenship and Immigration Canada	592	31.0	326	17.1	582	30.5	407	21.3	**1 907**	**100.0**
Commission for Public Complaints Against the Royal Canadian Mounted Police	3	25.0	1	8.3	7	58.3	1	8.3	**12**	**100.0**
Copyright Board Canada	0	0.0	0	0.0	1	100.0	0	0.0	**1**	**100.0**

Table 35: Staffing activities by type and organization *(cont'd)*

April 1, 2013 to March 31, 2014

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[b]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Correctional Investigator Canada (The)	0	0.0	1	25.0	2	50.0	1	25.0	**4**	**100.0**
Correctional Service Canada	752	16.5	809	17.7	1 920	42.0	1 086	23.8	**4 567**	**100.0**
Courts Administration Service	66	49.6	12	9.0	43	32.3	12	9.0	**133**	**100.0**
Economic Development Agency of Canada for the Regions of Quebec	16	20.5	8	10.3	21	26.9	33	42.3	**78**	**100.0**
Employment and Social Development Canada	1 096	21.8	676	13.5	2 085	41.6	1 160	23.1	**5 017**	**100.0**
Environment Canada	285	18.6	504	32.9	466	30.4	279	18.2	**1 534**	**100.0**
Farm Products Council of Canada	0	0.0	0	0.0	3	60.0	2	40.0	**5**	**100.0**
Federal Economic Development Agency for Southern Ontario	10	12.3	13	16.0	32	39.5	26	32.1	**81**	**100.0**
Finance Canada (Department of)	26	10.7	88	36.2	109	44.9	20	8.2	**243**	**100.0**
Financial Consumer Agency of Canada	10	40.0	5	20.0	6	24.0	4	16.0	**25**	**100.0**
Fisheries and Oceans Canada	875	26.4	535	16.1	1 169	35.2	738	22.2	**3 317**	**100.0**
Foreign Affairs, Trade and Development Canada[d]	212	9.8	340	15.8	870	40.4	731	34.0	**2 153**	**100.0**
Hazardous Materials Information Review Commission Canada	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**100.0**
Health Canada	445	21.7	420	20.5	603	29.4	583	28.4	**2 051**	**100.0**
Human Rights Tribunal of Canada	0	0.0	1	100.0	0	0.0	0	0.0	**1**	**100.0**
Immigration and Refugee Board of Canada	35	11.4	27	8.8	113	36.8	132	43.0	**307**	**100.0**
Indian Oil and Gas Canada[c]	2	11.1	4	22.2	7	38.9	5	27.8	**18**	**100.0**
Indian Residential Schools Truth and Reconciliation Commission	1	50.0	1	50.0	0	0.0	0	0.0	**2**	**100.0**
Industry Canada	116	12.8	270	29.7	347	38.2	175	19.3	**908**	**100.0**
Infrastructure Canada	5	6.0	28	33.7	39	47.0	11	13.3	**83**	**100.0**

Table 35: Staffing activities by type and organization *(cont'd)*

April 1, 2013 to March 31, 2014

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
International Joint Commission	1	12.5	2	25.0	5	62.5	0	0.0	**8**	**100.0**
Justice Canada (Department of)	117	15.9	153	20.7	290	39.3	178	24.1	**738**	**100.0**
Library and Archives Canada	92	29.1	56	17.7	73	23.1	95	30.1	**316**	**100.0**
Military Grievances External Review Committee	3	42.9	1	14.3	3	42.9	0	0.0	**7**	**100.0**
Military Police Complaints Commission of Canada	0	0.0	2	28.6	5	71.4	0	0.0	**7**	**100.0**
National Defence (Public Service Employees)	537	17.4	844	27.4	1 024	33.2	678	22.0	**3 083**	**100.0**
National Energy Board	46	25.3	65	35.7	43	23.6	28	15.4	**182**	**100.0**
Natural Resources Canada	141	22.2	181	28.5	175	27.6	137	21.6	**634**	**100.0**
Office of the Chief Electoral Officer	38	23.9	30	18.9	56	35.2	35	22.0	**159**	**100.0**
Office of the Commissioner for Federal Judicial Affairs Canada	1	8.3	4	33.3	7	58.3	0	0.0	**12**	**100.0**
Office of the Commissioner of Lobbying of Canada	1	14.3	0	0.0	4	57.1	2	28.6	**7**	**100.0**
Office of the Commissioner of Official Languages	7	12.3	15	26.3	31	54.4	4	7.0	**57**	**100.0**
Office of the Governor General's Secretary	7	21.2	6	18.2	10	30.3	10	30.3	**33**	**100.0**
Office of the Public Sector Integrity Commissioner of Canada	1	11.1	6	66.7	1	11.1	1	11.1	**9**	**100.0**
Office of the Superintendent of Financial Institutions Canada	92	37.9	66	27.2	64	26.3	21	8.6	**243**	**100.0**
Offices of the Information and Privacy Commissioners of Canada	9	14.1	18	28.1	21	32.8	16	25.0	**64**	**100.0**
Parole Board of Canada	31	18.7	29	17.5	75	45.2	31	18.7	**166**	**100.0**
Patented Medicine Prices Review Board Canada	2	13.3	1	6.7	10	66.7	2	13.3	**15**	**100.0**
Privy Council Office	26	15.4	31	18.3	80	47.3	32	18.9	**169**	**100.0**
Public Health Agency of Canada	101	21.2	95	19.9	148	31.0	133	27.9	**477**	**100.0**

Table 35: Staffing activities by type and organization *(cont'd)*

April 1, 2013 to March 31, 2014

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Public Prosecution Service of Canada	50	18.9	91	34.3	107	40.4	17	6.4	**265**	**100.0**
Public Safety Canada	41	14.2	46	16.0	121	42.0	80	27.8	**288**	**100.0**
Public Servants Disclosure Protection Tribunal Canada	0	0.0	2	66.7	0	0.0	1	33.3	**3**	**100.0**
Public Service Commission of Canada	10	7.6	14	10.6	81	61.4	27	20.5	**132**	**100.0**
Public Service Labour Relations Board	5	29.4	3	17.6	5	29.4	4	23.5	**17**	**100.0**
Public Works and Government Services Canada	451	14.2	782	24.6	1 354	42.6	594	18.7	**3 181**	**100.0**
RCMP External Review Committee	1	25.0	2	50.0	1	25.0	0	0.0	**4**	**100.0**
Royal Canadian Mounted Police (Public Service Employees)	292	15.4	398	21.0	855	45.2	348	18.4	**1 893**	**100.0**
Registrar of the Supreme Court of Canada	40	63.5	6	9.5	10	15.9	7	11.1	**63**	**100.0**
Registry of the Competition Tribunal	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
Registry of the Specific Claims Tribunal of Canada	0	0.0	0	0.0	2	100.0	0	0.0	**2**	**100.0**
Shared Services Canada	119	9.0	205	15.4	805	60.6	200	15.0	**1 329**	**100.0**
Statistics Canada	202	23.0	315	35.9	245	27.9	116	13.2	**878**	**100.0**
Status of Women Canada	9	24.3	6	16.2	17	45.9	5	13.5	**37**	**100.0**
Transport Canada	134	14.8	208	23.0	400	44.3	161	17.8	**903**	**100.0**
Transportation Appeal Tribunal of Canada	0	0.0	0	0.0	2	100.0	0	0.0	**2**	**100.0**
Transportation Safety Board of Canada	10	22.2	12	26.7	17	37.8	6	13.3	**45**	**100.0**
Treasury Board of Canada Secretariat	55	10.9	154	30.6	219	43.5	76	15.1	**504**	**100.0**
Veterans Affairs Canada	156	21.4	100	13.7	283	38.9	189	26.0	**728**	**100.0**

Table 35: Staffing activities by type and organization *(cont'd)*

April 1, 2013 to March 31, 2014

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Veterans Review and Appeal Board	0	0.0	2	28.6	4	57.1	1	14.3	**7**	**100.0**
Western Economic Diversification Canada	18	17.3	18	17.3	48	46.2	20	19.2	**104**	**100.0**
Total	**8 395**	**18.6**	**9 242**	**20.4**	**17 444**	**38.6**	**10 164**	**22.5**	**45 245**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

[c] Indian Oil and Gas Canada was previously included in this table under Aboriginal Affairs and Northern Development Canada. It is now reported as a distinct organization.

Figures include staffing activities occurring in Passport Canada, although Passport Canada became part of Citizenship and Immigration Canada and Employment and Social Development Canada in 2013-2014. Figures include staffing activities from the Canadian International Development Agency, which became part of Foreign Affairs, Trade and Development Canada in 2013-2014.

Note: The difference between the number of active organizations identified in this table and the number of organizations who were under an Appointment Delegation and Accountability Instrument at the end of 2013-2014 (82) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada pay system. For these two organizations, the Public Service Commission cannot show hiring and staffing activities.

Table 36: *Public Service Employment Act* population changes by organization

March 2013 to March 2014

Organization	Indeterminate, specified term, casual and student population			
	March 2013	March 2014	Difference	% change over last year
	No.	No.		
Aboriginal Affairs and Northern Development Canada[a]	4 969	4 850	- 119	- 2.4
Agriculture and Agri-Food Canada	5 988	5 287	- 701	- 11.7
Atlantic Canada Opportunities Agency	589	589	0	0.0
Canada Border Services Agency	14 216	14 094	- 122	- 0.9
Canada Industrial Relations Board	81	78	- 3	- 3.7
Canada School of Public Service	656	624	- 32	- 4.9
Canadian Artists and Producers Professional Relations Tribunal	2	0	- 2	- 100.0
Canadian Environmental Assessment Agency	218	229	11	5.0
Canadian Grain Commission	622	410	- 212	- 34.1
Canadian Heritage	1 732	1 798	66	3.8
Canadian Human Rights Commission	214	198	- 16	- 7.5
Canadian Intergovernmental Conference Secretariat	22	23	1	4.5
Canadian International Development Agency	1 593	0	-1 593	- 100.0
Canadian International Trade Tribunal	67	72	5	7.5
Canadian Radio-television and Telecommunications Commission	435	428	- 7	- 1.6
Canadian Space Agency	659	619	- 40	- 6.1
Canadian Transportation Agency	239	214	- 25	- 10.5
Citizenship and Immigration Canada[b]	4 835	5 906	1 071	22.2
Commission for Public Complaints Against the Royal Canadian Mounted Police	61	66	5	8.2
Copyright Board Canada	14	12	- 2	- 14.3
Correctional Investigator Canada (The)	32	39	7	21.9
Correctional Service Canada	18 500	18 258	- 242	- 1.3
Courts Administration Service	616	607	- 9	- 1.5
Economic Development Agency of Canada for the Regions of Quebec	338	347	9	2.7
Employment and Social Development Canada[b]	20 037	21 028	991	4.9
Environment Canada	6 406	6 541	135	2.1
Farm Products Council of Canada	16	16	0	0.0

Table 36: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2013 to March 2014

Organization	Indeterminate, specified term, casual and student population			
	March 2013	March 2014	Difference	% change over last year
	No.	No.		
Federal Economic Development Agency for Southern Ontario	217	223	6	2.8
Finance Canada (Department of)	753	748	- 5	- 0.7
Financial Consumer Agency of Canada	72	77	5	6.9
Fisheries and Oceans Canada	10 291	9 955	- 336	- 3.3
Foreign Affairs, Trade and Development Canada[c]	7 253	6 006	-1 247	- 17.2
Hazardous Materials Information Review Commission Canada	31	0	- 31	- 100.0
Health Canada	9 699	9 339	- 360	- 3.7
Human Rights Tribunal of Canada	19	18	- 1	- 5.3
Immigration and Refugee Board of Canada	934	894	- 40	- 4.3
Indian Oil and Gas Canada[a]	84	85	1	1.2
Indian Residential Schools Truth and Reconciliation Commission	23	13	- 10	- 43.5
Industry Canada	4 769	4 706	- 63	- 1.3
Infrastructure Canada	307	287	- 20	- 6.5
International Joint Commission	31	30	- 1	- 3.2
Justice Canada (Department of)	4 721	4 570	- 151	- 3.2
Library and Archives Canada	912	1 042	130	14.3
Military Grievances External Review Committee	36	35	- 1	- 2.8
Military Police Complaints Commission of Canada	17	13	- 4	- 23.5
National Defence (Public Service Employees)	24 930	23 138	-1 792	- 7.2
National Energy Board	402	427	25	6.2
Natural Resources Canada	4 358	4 228	- 130	- 3.0
Office of the Chief Electoral Officer	493	519	26	5.3
Office of the Commissioner for Federal Judicial Affairs Canada	65	56	- 9	- 13.8
Office of the Commissioner of Lobbying of Canada	25	25	0	0.0
Office of the Commissioner of Official Languages	161	170	9	5.6
Office of the Governor General's Secretary	152	148	- 4	- 2.6

Table 36: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2013 to March 2014

Organization	Indeterminate, specified term, casual and student population			
	March 2013	March 2014	Difference	% change over last year
	No.	No.		
Office of the Public Sector Integrity Commissioner of Canada	30	27	- 3	- 10.0
Office of the Superintendent of Financial Institutions Canada	637	683	46	7.2
Offices of the Information and Privacy Commissioners of Canada	254	258	4	1.6
Parole Board of Canada	411	420	9	2.2
Patented Medicine Prices Review Board Canada	53	55	2	3.8
Privy Council Office	744	740	- 4	- 0.5
Public Health Agency of Canada	2 162	2 173	11	0.5
Public Prosecution Service of Canada	953	968	15	1.6
Public Safety Canada	1 109	1 054	- 55	- 5.0
Public Servants Disclosure Protection Tribunal Canada	9	9	0	0.0
Public Service Commission of Canada	864	735	- 129	- 14.9
Public Service Labour Relations Board	86	81	- 5	- 5.8
Public Works and Government Services Canada	12 141	11 963	- 178	- 1.5
RCMP External Review Committee	6	4	- 2	- 33.3
Royal Canadian Mounted Police (Public Service Employees)	5 971	6 065	94	1.6
Registrar of the Supreme Court of Canada	214	218	4	1.9
Registry of the Competition Tribunal	9	7	- 2	- 22.2
Registry of the Specific Claims Tribunal of Canada	10	9	- 1	- 10.0
Shared Services Canada	5 298	5 393	95	1.8
Statistics Canada	4 529	4 805	276	6.1
Status of Women Canada	99	97	- 2	- 2.0
Transport Canada	4 776	4 769	- 7	- 0.1
Transportation Appeal Tribunal of Canada	8	8	0	0.0
Transportation Safety Board of Canada	199	201	2	1.0
Treasury Board	1 855	1 774	- 81	- 4.4

Table 36: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2013 to March 2014

Organization	Indeterminate, specified term, casual and student population			
	March 2013	March 2014	Difference	% change over last year
	No.	No.		
Veterans Affairs Canada	3 577	3 086	- 491	**- 13.7**
Veterans Review and Appeal Board	0	77	77	–
Western Economic Diversification Canada	334	317	-17	**- 5.1**
Total	**200 250**	**195 081**	**-5 169**	**- 2.6**

Source: Public Service Commission population files

[a] Indian Oil and Gas Canada was previously included in this table under Aboriginal Affairs and Northern Development Canada. It is now reported as a distinct organization.

[b] The population counts include employees of Passport Canada, which became part of Citizenship and Immigration Canada and Employment and Social Development Canada in 2013-2014.

[c] The population counts from Foreign Affairs, Trade and Development Canada no longer include employees of Passport Canada. In 2013-2014, Passport Canada became part of Citizenship and Immigration Canada and Employment and Social Development Canada, but the population includes counts from Canadian International Development Agency.

Note: The difference between the number of active organizations identified in this table and the number of organizations who were under an Appointment Delegation and Accountability Instrument at the end of 2013-2014 (82) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada (PWGSC) pay system. For these two organizations, the Public Service Commission cannot identify population.

The population counts are taken from the incumbent file. The incumbent file, which comes from the Treasury Board of Canada Secretariat, is an extract from the PWGSC pay system and may vary from counts maintained in organizational human resources systems.

Table 37: Applications and appointments for nationally advertised jobs by geographic area – Officer level

April 1, 2013 to March 31, 2014

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	151	13 323	59.0	202	18.3
Alberta	158	12 094	73.5	221	47.1
Saskatchewan	214	11 236	83.8	113	45.1
Manitoba	113	7 820	72.5	148	25.0
Ontario (except NCR)	280	52 004	29.9	465	12.7
National Capital Region (NCR)	300	56 112	41.1	1 257	27.2
Quebec (except NCR)	231	27 709	31.4	267	8.2
New Brunswick	42	6 441	54.4	216	21.8
Nova Scotia	46	3 624	53.2	113	52.2
Prince Edward Island	11	467	71.3	5	0.0
Newfoundland and Labrador	38	2 904	71.4	63	23.8
Yukon	14	738	91.3	6	50.0
Northwest Territories	33	1 880	92.6	33	42.4
Nunavut	28	2 070	92.5	17	52.9
Outside Canada	0	0	0.0	2	100.0
Total	**1 659**	**198 422**	**46.0**	**3 128**	**25.6**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Advertisements with more than one work location are counted as multiple advertisements (one for each work location), which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[b] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[c] This information is derived by matching the home address of the applicants (from the PSRS) to the geographic job area of those applicants who were appointed to the public service in 2013-2014 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was able to match approximately 80% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Table 38: Applications and appointments for nationally advertised jobs by geographic area – Non-officer level

April 1, 2013 to March 31, 2014

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No.	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	264	21 089	47.7	179	16.8
Alberta	305	18 467	72.5	238	36.6
Saskatchewan	253	8 459	79.2	129	17.8
Manitoba	141	6 916	66.3	110	9.1
Ontario (except NCR)	258	21 386	33.9	159	6.9
National Capital Region (NCR)	53	26 770	37.4	423	19.4
Quebec (except NCR)	302	30 099	32.6	322	5.9
New Brunswick	95	5 326	66.7	73	8.2
Nova Scotia	89	5 768	63.4	70	22.9
Prince Edward Island	14	1 019	56.5	10	0.0
Newfoundland and Labrador	78	1 709	89.8	16	6.3
Yukon	16	521	90.4	4	0.0
Northwest Territories	37	767	85.1	11	36.4
Nunavut	32	81	88.9	3	0.0
Outside Canada	0	0	0.0	0	0.0
Total	**1 937**	**148 377**	**48.7**	**1 747**	**16.5**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Advertisements with more than one work location are counted as multiple advertisements (one for each work location), which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[b] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[c] This information is derived by matching the home address of the applicants (from the PSRS) to the geographic job area of those applicants who were appointed to the public service in 2013-2014 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was able to match approximately 80% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Table 39: Appointments to the public service to indeterminate positions and specified terms of three months and over by employment equity designated group and sex

Employment equity designated group	2012-2013		2013-2014	
	Women %	Men %	Women %	Men %
Aboriginal peoples	58.8	41.2	68.9	31.1
Persons with disabilities	47.7	52.3	52.7	47.3
Members of visible minorities	50.5	49.5	53.5	46.5

Source: Treasury Board of Canada Secretariat (TBS) Employment Equity Data Bank (EEDB) and the Public Service Commission (PSC) hiring and staffing activities files

Note: The figures for these three employment equity (EE) designated groups are extracted from the TBS EEDB where a match was found in the PSC hiring and staffing activities file covering the current fiscal year. These include appointments as a result of both external advertised and non-advertised processes. They exclude appointments to separate agencies. Due to a change in methodology, figures published in fiscal years prior to 2012-2013 are not comparable with figures published since the PSC's *Statistical Update on Appointments to the Public Service by Employment Equity Designated Group for 2012-2013*.

Distribution by sex is extracted from the PSC hiring and staffing activities files.

Table 40: Appointments to the public service to indeterminate positions and specified terms of three months and over by employment equity designated group and geographic area

Geographic area	Appointments to the public service by employment equity designated group								Total[c]	
	Aboriginal peoples[a]		Persons with disabilities[a]		Members of visible minorities[a]		Women[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	34	5.8	21	3.6	119	20.3	289	49.3	**586**	**100.0**
Alberta	27	4.7	20	3.5	89	15.5	317	55.3	**573**	**100.0**
Saskatchewan	29	7.9	13	3.5	44	12.0	186	50.7	**367**	**100.0**
Manitoba	55	14.2	18	4.6	53	13.7	238	61.3	**388**	**100.0**
Ontario (except NCR)	34	3.6	32	3.4	239	25.5	494	52.7	**938**	**100.0**
National Capital Region (NCR)	81	3.2	77	3.0	408	16.1	1 418	56.0	**2 531**	**100.0**
Quebec (except NCR)	13	1.5	19	2.2	129	14.8	499	57.2	**873**	**100.0**
New Brunswick	15	3.9	21	5.5	26	6.8	262	68.6	**382**	**100.0**
Nova Scotia	14	5.3	7	2.7	16	6.1	112	42.6	**263**	**100.0**
Prince Edward Island	0	0.0	*	*	*	*	11	47.8	**23**	**100.0**
Newfoundland and Labrador	9	7.8	6	5.2	8	7.0	61	53.0	**115**	**100.0**
Yukon	*	*	0	0.0	*	*	15	71.4	**21**	**100.0**
Northwest Territories	*	*	*	*	*	*	30	55.6	**54**	**100.0**
Nunavut	9	37.5	0	0.0	4	16.7	11	45.8	**24**	**100.0**
Outside Canada	0	0.0	0	0.0	0	0.0	2	40.0	**5**	**100.0**
Total[c]	**328**	**4.6**	**239**	**3.3**	**1 140**	**16.0**	**3 945**	**55.2**	**7 143**	**100.0**

Source: Treasury Board of Canada Secretariat (TBS) Employment Equity Data Bank (EEDB) and the Public Service Commission (PSC) hiring and staffing activities files

[a] The figures for these three employment equity (EE) designated groups are extracted from the TBS EEDB where a match was found in the PSC hiring and staffing activities file covering the current fiscal year. These include appointments as a result of both external advertised and non-advertised processes. Due to a change in methodology, figures published in fiscal years prior to 2012-2013 are not comparable with figures published since the PSC's *Statistical Update on Appointments to the Public Service by Employment Equity Designated Group for 2012-2013*.

[b] The figures for women are extracted from the PSC hiring and staffing activities files. These include appointments as a result of both external advertised and non-advertised processes.

[c] The sum of EE designated groups does not equal the total as a person may self-identify in more than one EE designated group and men are included in the total.

Note: The suppression of certain data cells has been applied in order to respect the confidentiality requirements of personal information. They have been replaced by the missing value indicator ' * '.
The figures for this table exclude appointments to separate agencies.

Table 41: Executive indeterminate and specified term staffing activities under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		Executive staffing activities			
		2012-2013		2013-2014	
		No.	%	No.	%
Bilingual positions	Imperative	1 357	83.6	1 290	83.3
	Non-imperative	77	4.7	77	5.0
	Subtotal	**1 434**	**88.3**	**1 367**	**88.3**
Unilingual positions	English essential	158	9.7	160	10.3
	French essential	1	0.1	2	0.1
	English or French essential	31	1.9	20	1.3
	Subtotal	**190**	**11.7**	**182**	**11.7**
Total		**1 624**	**100.0**	**1 549**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments. Percent distributions are based on cases where language requirements of the position are known, but totals also include staffing activities where language requirements of the position are not specified.

Table 42: Indeterminate appointments and staffing activities to Executive bilingual positions under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		2009-2010		2010-2011		2011-2012		2012-2013		2013-2014	
		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		1 486	92.3	1 358	90.9	1 184	96.4	949	97.2	923	96.9
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	116	7.2	130	8.7	38	3.1	25	2.6	25	2.6
	Employee does not meet requirements upon appointment	8	0.5	6	0.4	6	0.5	2	0.2	5	0.5
	Subtotal	**124**	**7.7**	**136**	**9.1**	**44**	**3.6**	**27**	**2.8**	**30**	**3.1**
Total		**1 610**	**100.0**	**1 494**	**100.0**	**1 228**	**100.0**	**976**	**100.0**	**953**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements, but excludes acting appointments.

Table 43: Indeterminate and specified term staffing activities under the *Public Service Employment Act*, by language requirements of position, type of appointment and fiscal year

Language requirements of position		Appointments to the public service				Staffing activities within the public service			
		2012-2013		2013-2014		2012-2013		2013-2014	
		No.	%	No.	%	No.	%	No.	%
Bilingual positions	Imperative	1 580	23.4	1 933	23.2	15 652	45.8	17 090	46.5
	Non-imperative	24	0.4	14	0.2	667	2.0	580	1.6
	Subtotal	**1 604**	**23.7**	**1 947**	**23.3**	**16 319**	**47.8**	**17 670**	**48.1**
Unilingual positions	English essential	3 820	56.5	4 650	55.7	15 398	45.1	16 291	44.3
	French essential	540	8.0	585	7.0	1 323	3.9	1 516	4.1
	English or French essential	792	11.7	1 159	13.9	1 108	3.2	1 297	3.5
	Subtotal	**5 152**	**76.3**	**6 394**	**76.7**	**17 829**	**52.2**	**19 104**	**51.9**
Total		**6 783**	**100.0**	**8 395**	**100.0**	**34 222**	**100.0**	**36 850**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments of at least four months. Percent distributions are based on cases where language requirements of the position are known, but totals also include staffing activities where language requirements of the position are not specified. Most employees appointed on a non-imperative basis met the linguistic requirements of the position.

Table 44: Indeterminate and specified term appointments to the public service under the *Public Service Employment Act*, by first official language group and fiscal year within and outside the National Capital Region

Region	First official language group	2009-2010		2010-2011		2011-2012		2012-2013		2013-2014	
		No.	%	No.	%	No.	%	No.	%	No.	%
Within the NCR	Anglophones	5 633	64.1	4 191	64.0	3 866	62.4	1 225	61.4	1 828	66.2
	Francophones	3 161	35.9	2 354	36.0	2 334	37.6	769	38.6	932	33.8
	Subtotal	**8 819**	**100.0**	**6 562**	**100.0**	**6 215**	**100.0**	**2 016**	**100.0**	**2 798**	**100.0**
Outside the NCR	Anglophones	9 963	76.6	6 900	74.2	5 309	75.0	3 587	77.3	4 306	77.5
	Francophones	3 041	23.4	2 400	25.8	1 771	25.0	1 052	22.7	1 248	22.5
	Subtotal	**13 087**	**100.0**	**9 426**	**100.0**	**7 239**	**100.0**	**4 767**	**100.0**	**5 597**	**100.0**
Total		**21 906**		**15 988**		**13 454**		**6 783**		**8 395**	

Source: Public Service Commission hiring and staffing activities files

Note: Some numbers released previously have been revised. Percent distributions are based on cases where the first official language is known, but subtotals and totals also include staffing activities where the first official language group is not specified.

Table 45: Number of second language evaluation tests administered, by test and year, showing percentage change over the previous year

Assessment	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Change (over last year) %
Reading	34 637	28 333	23 250	18 560	20 507	10.5
Written Expression	38 723	33 721	27 943	22 077	24 715	11.9
Oral Proficiency	26 308	23 336	20 725	16 589	18 506	11.6
Total	**99 668**	**85 390**	**71 918**	**57 226**	**63 728**	**11.4**

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2014

Table 46a: Applicants by recruitment program and geographic area of residence

April 1, 2013 to March 31, 2014

Geographic area of residence	Student Programs				Graduate Recruitment Programs			
	FSWEP*[a]		RAP*		PSR*[b]		RPL*	
	No.	%	No.	%	No.	%	No.	%
British Columbia	2 607	6.7	34	4.2	898	6.8	100	6.3
Alberta	1 451	3.8	46	5.6	482	3.7	63	4.0
Saskatchewan	715	1.9	17	2.1	107	0.8	10	0.6
Manitoba	1 318	3.4	20	2.5	197	1.5	22	1.4
Ontario	19 946	51.6	410	50.3	6 284	47.8	888	56.2
Quebec	9 544	24.7	130	15.9	3 984	30.3	372	23.5
New Brunswick	1 007	2.6	47	5.8	598	4.6	16	1.0
Nova Scotia	1 072	2.8	17	2.1	221	1.7	26	1.6
Prince Edward Island	526	1.4	51	6.3	46	0.4	3	0.2
Newfoundland and Labrador	246	0.6	8	1.0	68	0.5	17	1.1
Yukon	15	0.0	0	0.0	14	0.1	0	0.0
Northwest Territories	24	0.1	0	0.0	4	0.0	1	0.1
Nunavut	6	0.0	2	0.3	1	0.0	0	0.0
Outside Canada	155	0.4	34	4.2	245	1.9	63	4.0
Total	**38 632**	**100.0**	**816**	**100.0**	**13 149**	**100.0**	**1 581**	**100.0**

Source: Public Service Resourcing System

[a] The figures under FSWEP include applicants from the 2012 and 2013 campaigns. A campaign cycle occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year. The total equals the number of applications in 2013-2014 found in Chapter 2 (Table 14).

[b] These numbers exclude cancelled advertisements.

***Legend**
FSWEP Federal Student Work Experience Program
PSR Post-Secondary Recruitment Program
RAP Research Affiliate Program
RPL Recruitment of Policy Leaders

Table 46b: Applicants by recruitment program and geographic area of residence for Ontario, National Capital Region and Quebec

April 1, 2013 to March 31, 2014

Geographic area of residence	Student Programs				Graduate Recruitment Programs			
	FSWEP*[a]		RAP*		PSR*[b]		RPL*	
	No.	%	No.	%	No.	%	No.	%
Ontario (except NCR)	8 790	22.8	198	24.3	3 393	25.8	527	33.3
National Capital Region (NCR)	13 708	35.5	247	30.3	3 841	29.2	428	27.1
Quebec (except NCR)	6 992	18.1	95	11.6	3 034	23.1	305	19.3

Source: Public Service Resourcing System

[a] The figures under FSWEP include applicants from the 2012 and 2013 campaigns. A campaign cycle occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year.

[b] These numbers exclude cancelled advertisements.

***Legend**
FSWEP Federal Student Work Experience Program
PSR Post-secondary Recruitment Program
RAP Research Affiliate Program
RPL Recruitment of Policy Leaders

Table 47: Applicants to external advertisements compared to the Canadian Labour Force

April 1, 2013 to March 31, 2014

Geographic area of residence	Applicants to external advertisements %	Canadian workforce population %
British Columbia	12.9	12.9
Alberta	5.4	12.3
Saskatchewan	2.0	3.0
Manitoba	3.0	3.5
Ontario	45.0	38.8
Quebec	20.3	22.8
New Brunswick	3.7	2.0
Nova Scotia	4.7	2.5
Prince Edward Island	0.9	0.4
Newfoundland and Labrador	0.9	1.3
Yukon	0.1	0.1
Northwest Territories	0.3	0.1
Nunavut	0.1	0.1
Outside Canada	0.9	N/A
Total	**100.0**	**100.0**

Source: Public Service Resourcing System and Statistics Canada March 2014 Labour Force Survey

Table 48: Priority administration (public service total)

Number of priority entitlements registered and number of placements and other removals, by priority type

April 1, 2013 to March 31, 2014

Priority type	Carry-over[a]	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal[b]	Total outflows	Active at end of period
Leave of absence (s. 41)	544	290	834	131	49	90	32	302	532
Lay-off (s. 41)	27	377	404	35	10	26	22	93	311
Total – Statutory priorities	**571**	**667**	**1238**	**166**	**59**	**116**	**54**	**395**	**843**
Surplus (s. 5)[c]	1304	706	2010	831	124	1	661	1617	393
Disabled employee (s. 7)	52	41	93	9	5	22	7	43	50
Medically released CF/RCMP (s. 8)	179	105	284	43	0	108	3	154	130
Relocation of spouse (s. 9)	520	336	856	127	32	66	164	389	467
Reinstatement to higher level (s. 10)	328	407	735	59	10	312	7	388	347
Surviving spouse or common-law partner (s. 8.1)	11	1	12	0	0	2	0	2	10
Total – Regulatory priorities	**2394**	**1596**	**3990**	**1069**	**171**	**511**	**842**	**2593**	**1397**
Grand total	**2965**	**2263**	**5228**	**1235**	**230**	**627**	**896**	**2988**	**2240**

[a] The number of carry-over from March 31, 2013 differs from the number of active cases at March 31, 2013 published in last year's Annual Report due to priority registrations received late in March 2013 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

[b] Priority type changes are included in "Other removal."

[c] Although the priority entitlement for surplus employees is established in the *Public Service Employment Regulation*, s. 40 of the *Public Service Employment Act* provides deputy heads with the authority to place their own organization's surplus employees before considering other priority persons. Surplus employees within their home organizations accounted for 623 of the 831 appointments in 2013-2014.

Note: See "Priority Administration" under Appendix 2 – Statistical Tables notes.

Appendix 3

Public Service Commission study updates

Study on Acting Appointments and Subsequent Promotions in the Federal Public Service **(Update)** – This study examined whether employees in lengthy acting appointments gain an advantage in obtaining a subsequent promotion. In 2012-2013, the subsequent promotion rate following an acting appointment was 22.9%, close to the level in 2011-2012 (22.6%), below the level in 2010-2011 (28.3%) and below the level in 2002-2004 (41.3%). The duration of acting appointments ending with and without promotion lasted longer than in previous fiscal years, 18.0 months and 14.7 months respectively. The duration of the acting appointment does not affect the likelihood of being subsequently promoted. See Table 49 for more information.

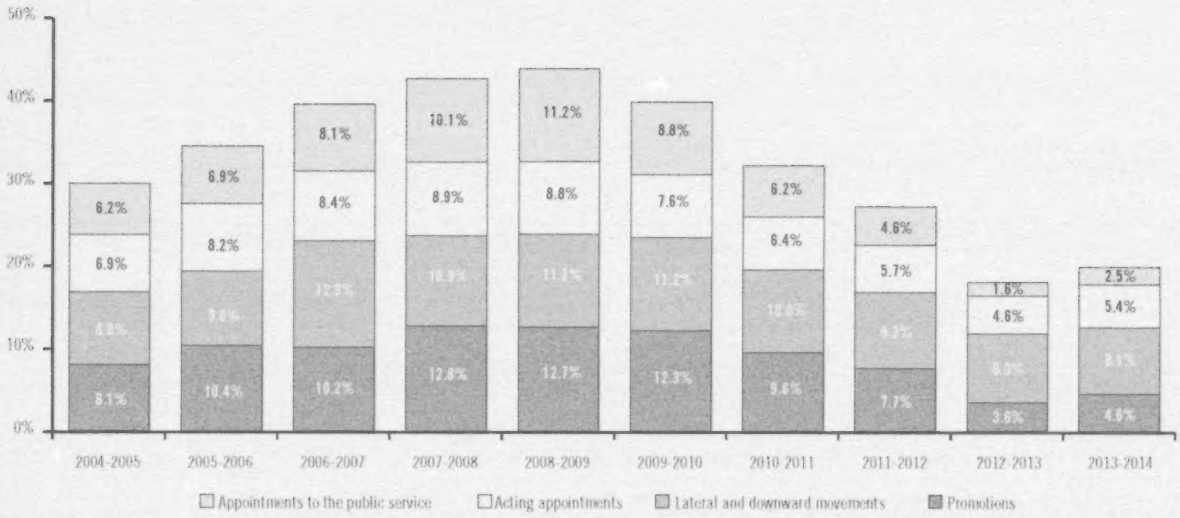
Table 49: Acting appointments and subsequent promotions by fiscal year

Fiscal year	Subsequent promotion rate %	Average duration (months)	
		Promoted	Not promoted
2002-2004	41.3	15.0	13.0
Updates			
2004-2007	41.2	15.5	13.4
2007-2009	33.5	13.5	12.5
2009-2010	31.0	12.8	13.8
2010-2011	28.3	14.4	13.0
2011-2012	22.6	15.0	13.6
2012-2013	22.9	18.0	14.7

Source: Public Service Commission Job-based Analytical Information System

Study on Mobility of Public Servants **(Update)** – This study examined trends in mobility and changes in its components. Indeterminate mobility rates have increased for the first time in five years, increasing to 20.6% in 2013-2014 from 18.1% in 2012-2013. Three of the four appointment types increased compared to last year's levels: appointments to the public service increased to 2.5%, acting appointments to 5.4%, and promotions to 4.6%. Lateral and downward mobility was the only type of appointment to decrease, dropping from 8.3% in 2012-2013 to 8.1% in 2013-2014. For more information, see Figure 12.

Figure 12: Indeterminate mobility rates in the public service by appointment type and fiscal year



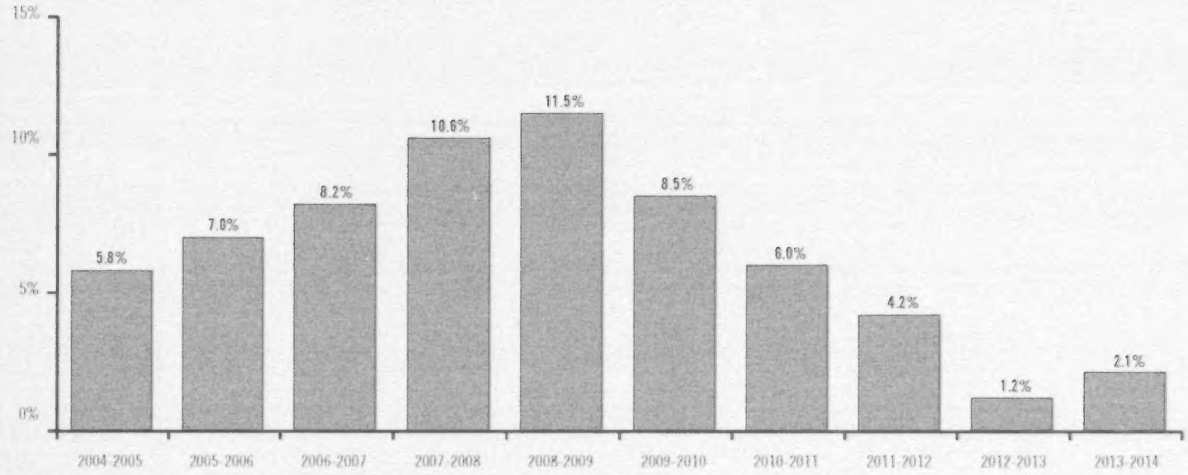
Source: Public Service Commission Job-based Analytical Information System

Note: The figures published in the original Study on Mobility of Public Servants were revised to include several new organizations, including Canada Border Services Agency, that became subject to the PSEA in 2005. This revision contributed to the increase in the mobility rate from 2004-2005 to 2005-2006.

New Indeterminate Hires and their Previous Public Service Experience **(Update)** – The Public Service Commission has conducted a number of statistical studies analyzing trends in new indeterminate hires, especially their previous public service work experience, including *New indeterminate employees: Who are they?* (2007); *To what extent do casuals become employed under the Public Service Employment Act?* (2007); and *Appointment under the* Public Service Employment Act *following participation in federal student employment programs* (2008).

Figure 13 shows trends in new indeterminate hires as a percentage of the indeterminate workforce at the beginning of each fiscal year. New indeterminate hiring was as high as 10% of the indeterminate workforce in the beginning of the 2000s. The trend had slowed to 5.8% in 2004-2005 and gradually increased to its peak of 11.5% in 2008-2009. In 2013-2014, the share of new indeterminate hires grew for the first time in five years to 2.1% of the total indeterminate workforce. In 2012-2013, new indeterminate hires as a percentage of the indeterminate workforce reached a 10 year low of 1.2%.

Figure 13: New indeterminate hires as percentage of indeterminate workforce by fiscal year

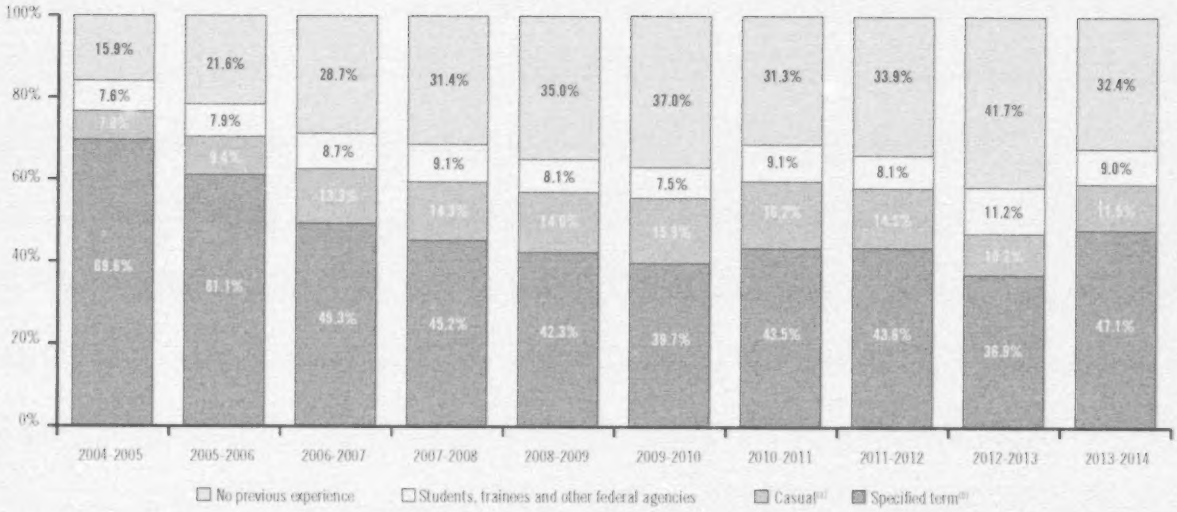


Source: Public Service Commission Job-based Analytical Information System

Figure 14 displays the previous work experience of new indeterminate hires.[31] In 2013-2014, those with no previous experience decreased to 32.4% from 41.7% in 2012-2013 and 33.9% in 2011-2012. In 2013-2014, the proportion of new indeterminate hires with specified term experience increased from 36.9% to 47.1%, and remained the main source of new indeterminate hiring consistent with previous fiscal years. New indeterminate hires having only casual experience grew from 10.2% in 2012-2013 to 11.5% in 2013-2014, and remained below the average of 14.7% over the last five years.

[31] New indeterminate hires have had their careers tracked back and have been grouped by their previous work experience, including those with experience as casual only, specified term with or without a casual spell, students, trainees employment in non-*Public Service Employment Act* organizations and those with no public service experience at all.

Figure 14: New indeterminate hires by previous public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

[a] Casual may include previous experience as a student, trainee or in other federal organizations.

[b] Specified term may include previous experience such as a casual, student, trainee or in other federal organizations.

Appendix 4

Audit Plan

The Public Service Commission (PSC)'s authority to conduct audits is defined in the *Public Service Employment Act* (PSEA). This authority includes all organizations that are subject to the PSC's Appointment Delegation and Accountability Instrument with the PSC and therefore are covered under the PSEA. As a result of the oversight review, the PSC implemented an audit cycle of seven years, from 2009 to 2015, to audit all organizations.

This two-year audit plan selects organizations based on a number of factors such as ensuring a balanced view of staffing risk and considering the size of an organization, as well as completing the established seven-year audit cycle to audit all organizations.

All audits and reporting periods are subject to change.

Under way or planned for 2014-2015	
Follow-up on organizational audits	Size of organization
Canada Border Services Agency	Large
Organizational audits	Size of organization
Agriculture and Agri-Food Canada	Large
Citizenship and Immigration Canada	Large
Canadian Heritage	Medium
Courts Administration Service	Medium
Treasury Board of Canada Secretariat	Medium
Federal Economic Development Agency for Southern Ontario	Small
Office of the Chief Electoral Officer	Small
Office of the Registrar of the Supreme Court of Canada	Small
Western Economic Diversification Canada	Small
Canadian Northern Economic Development Agency	Micro
Commission for Public Complaints Against the RCMP	Micro
Farm Products Council of Canada	Micro
Military Grievances External Review Committee	Micro
Office of the Commissioner of Lobbying of Canada	Micro
Status of Women Canada	Micro
Veterans Review and Appeal Board	Micro

Under way or planned for 2015-2016	
Follow-up on organizational audits	Size of organization
Environment Canada	Large
Organizational audits	Size of organization
Correctional Service Canada	Large
Public Health Agency of Canada	Large
Shared Services Canada	Large
Canada School of Public Service	Medium
Privy Council Office	Medium
Canadian Human Rights Commission	Small
Office of the Privacy Commissioner of Canada	Small
Military Police Complaints Commission of Canada	Micro
Office of the Public Sector Integrity Commissioner of Canada	Micro
Royal Canadian Mounted Police External Review Committee	Micro
Administrative Tribunals Support Service of Canada*	

Note: Large organizations have more than 2 000 employees, medium organizations have between 500 and 1 999 employees, small organizations have between 100 and 499 employees and micro organizations have 99 or fewer employees.

* Legislation establishing the *Administrative Tribunals Support Service of Canada* (ATSSC) was enacted by Parliament on June 19, 2014. The ATSSC will provide registry, administrative and other support services to 11 administrative tribunals. The timing of the proposed audit of this new organization is to be determined.

Appendix 5

Exclusion Approval Orders and Regulations

There are several provisions in the *Public Service Employment Act* (PSEA) that provide authority for the Commission to either make or recommend the making of orders and regulations:

- Section 22 provides the Commission with the direct authority to make regulations to give effect to the provisions of the PSEA relating to matters under its jurisdiction;
- Section 20 provides the Commission with the authority to exclude positions, a person or classes of positions or persons from any or all of the provisions of the PSEA, subject to the approval of the Governor in Council (these are referred to as Exclusion Approval Orders);
- Section 21 provides that, on the recommendation of the Commission, the Governor in Council may make regulations related to how excluded positions, persons or classes thereof are to be dealt with;
- Subsection 35(4) provides that, on the recommendation of the Commission, the Governor in Council may designate portions of the federal public administration for purposes of eligibility in internal appointment processes; and
- Subsection 113(2) provides that, on the recommendation of the Commission, the Governor in Council may make regulations specifying political activities that are deemed to impair the abilities of employees to perform their duties in a politically impartial manner.

In 2013-2014, the Public Service Commission (PSC) continued its work on the following statutory instruments:

- ***Regulations Amending the Public Service Employment Regulations*** – The PSC continued to work on amendments to clarify the regulatory surplus priority and lay-off provisions, which are expected to be completed in 2014. In addition, the PSC continued to work on a comprehensive review of the other provisions of the *Public Service Employment Regulations* (PSER).
- ***Locally Engaged Staff Exclusion Approval Order and Regulations*** – The PSC is continuing work on updating this Order and these Regulations. The existing Order came into force in 1967 and applies to persons who are recruited locally outside Canada. While the existing Order excludes locally engaged staff from the entire PSEA, the proposed Order would exclude them from only certain provisions of the Act. They are being developed in consultation with the major users, namely the Department of National Defence and the Department of Foreign Affairs, Trade and Development.
- ***Royal Canadian Mounted Police Casual Employment Regulations*** – Bill C-42, *An Act to amend the* Royal Canadian Mounted Police Act, was passed in June 2013, and upon coming into force, will amend the PSEA by adding a provision for casual workers to be appointed at the Royal Canadian Mounted Police (RCMP) for more than 90 working days in one calendar year in the circumstances prescribed by the Commission's regulations. The PSC is developing these regulations in consultation with the RCMP.

- ***Designation of Certain Portions of the Public Service Order*** – The PSEA provides that persons not otherwise employed in the public service, but who are employed in any portion of the federal public administration designated by the Governor in Council, may participate in advertised internal appointment processes open to "persons employed in the public service." This Order came into force in 1967 and includes a schedule listing several organizations whose employees are eligible to participate in internal appointment processes. Currently, the Government of Nunavut is not included on the Schedule, as the Order has not been amended since Nunavut was created in 1999. At the request of the Government of Nunavut, work is being undertaken to add it to the Schedule.

- ***Regulations Amending the Public Service Employment Regulations (sections 8 and 8.1)*** – On March 4, 2014, Bill C-27, *An Act to amend the* Public Service Employment Act *(enhancing hiring opportunites for certain serving and former members of the Canadian Forces)* was tabled in Parliament by the Minister of Veterans Affairs. If passed, this bill would introduce a new section 39.1 to the PSEA, which would grant Canadian Armed Forces (CAF) members, released for medical reasons attributable to service, a statutory priority entitlement for an appointment to a position in the public service. The conditions of the new entitlement, including the classes of CAF members, would be prescribed by the PSC in the PSER.

  The current regulatory priority entitlement granted to CAF members released for medical reasons would be amended so that it would be granted only to CAF members released for medical reasons that are not attributable to service, with the priority entitlement period increased from the current two years to five years.

  In addition, the regulatory priority entitlement granted to surviving spouses of CAF members would be amended to reflect the same classes of CAF members who would be entitled to the statutory priority.

Appendix 6

Priority types

At the time of publishing this Annual Report, there are nine priority types,[32] three of which are statutory and have precedence over other entitlements. The statutory entitlements are, in order:

1. An organization's own surplus employees;
2. Employees returning from a leave of absence whose positions have been staffed indeterminately, or the employees who replaced them, if they are displaced when the employee returns from leave; and
3. Persons who have been laid off.

The six regulatory priority entitlements found in the *Public Service Employment Regulations* follow the statutory priority types in order of precedence, but do not otherwise have an order:

- Surplus employees from other departments and agencies;
- Employees who have become disabled;
- Canadian Armed Forces (CAF) and Royal Canadian Mounted Police (RCMP) members who have been released for medical reasons;
- Employees who are on a leave of absence as a result of the relocation of their spouse or common-law partner, and whose positions have not been staffed indeterminately;
- Employees who were appointed or deployed to a lower-level position and are entitled to be reinstated to their former level; and
- Surviving spouses or common-law partners of employees or members of the CAF or RCMP whose death is attributable to the performance of duties.

[32] The information found in this appendix is subject to change pending Royal Assent of Bill C-27, *An Act to amend the* Public Service Employment Act *(enhancing hiring opportunities for certain serving and former members of the Canadian Forces)*.